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ABSTRACT

Six regional Illinois public hearings, involving Illinois educators, students, parents, and community organizations, were held during the summer of 1971, and resulted in a wealth of information and testimony about Illinois education. Subsequently, a draft document specifying priority goals for state education was compiled and circulated to participants in a followup conference, during which 42 workshop sessions developed final recommendations for substantive and procedural goals. After further refinement, this report was produced, which includes (1) a statement of substantive goals specifying the desired eventual results of education, and (2) a statement of action objectives, summarizing in detail specific actions, who must undertake them, and the deadline for their achievement. (CD)

Action Goals for the Seventies

An Agenda for Illinois Education

ED 065711

The Office of the
Superintendent of
Public Instruction
State of Illinois

Michael J. Bakalis
Superintendent

ED 066 771

ACTION GOALS FOR THE SEVENTIES

An Agenda For Illinois Education

Issued by

The Office of the
Superintendent of
Public Instruction

State of Illinois

Michael J. Bakalis
Superintendent

May 1972

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. . . dedicated to the children of Illinois

Foreword

Education in the 1970's will require more than constitutional directives: we need a reordering of our priorities to achieve not only an equalization of educational opportunity, but also a new level of educational quality. The task that confronts us all is to forge a new and far-reaching strategy, a strategy of excellence. It must be a strategy which will have as its goal nothing less than making Illinois education the lighthouse for the nation, where all will look to find direction, where all can see what *can* be done . . . All these things will not come quickly and in four years we can but begin to set the course, but begin we must. And a beginning will call for a frank assessment of our educational weaknesses and a continuation of our educational strengths. It will call for a questioning of old assumptions regarding how educational decisions are made and by whom; regarding the role of teachers, students and parents; regarding the role of this legislative body and of the office which I now enter. It will call for a participatory democracy which will truly make the educational enterprise a public one.

Excerpts from
Inaugural Remarks
January 11, 1971

Michael J. Bakalis
Superintendent of Public Instruction
State of Illinois

TABLE OF CONTENTS

Foreword v

Acknowledgment ix

Part One Creating the Goals 1

Introduction 3

Chapter One Planning for Public Involvement 5

Chapter Two The Hearings 9

Chapter Three From the Hearings to the Conference 17

Chapter Four The Chicago Conference 21

Chapter Five Reactions to the Chicago Conference 37

Chapter Six From the Conference to the Final Draft 45

Part Two The Goals 53

Introduction 55

Substantive Goals 59

Chapter One Surveying Educational Progress 63

Chapter Two Equal Educational Opportunity 67

Chapter Three School Governance 81

Chapter Four School Finance 87

Chapter Five School Organization 93

Chapter Six The Curriculum 95

Chapter Seven Professional Preparation, Certification, Retraining, and Relations with School Boards 107

Chapter Eight Pupil Services 113

Chapter Nine Student Rights 119

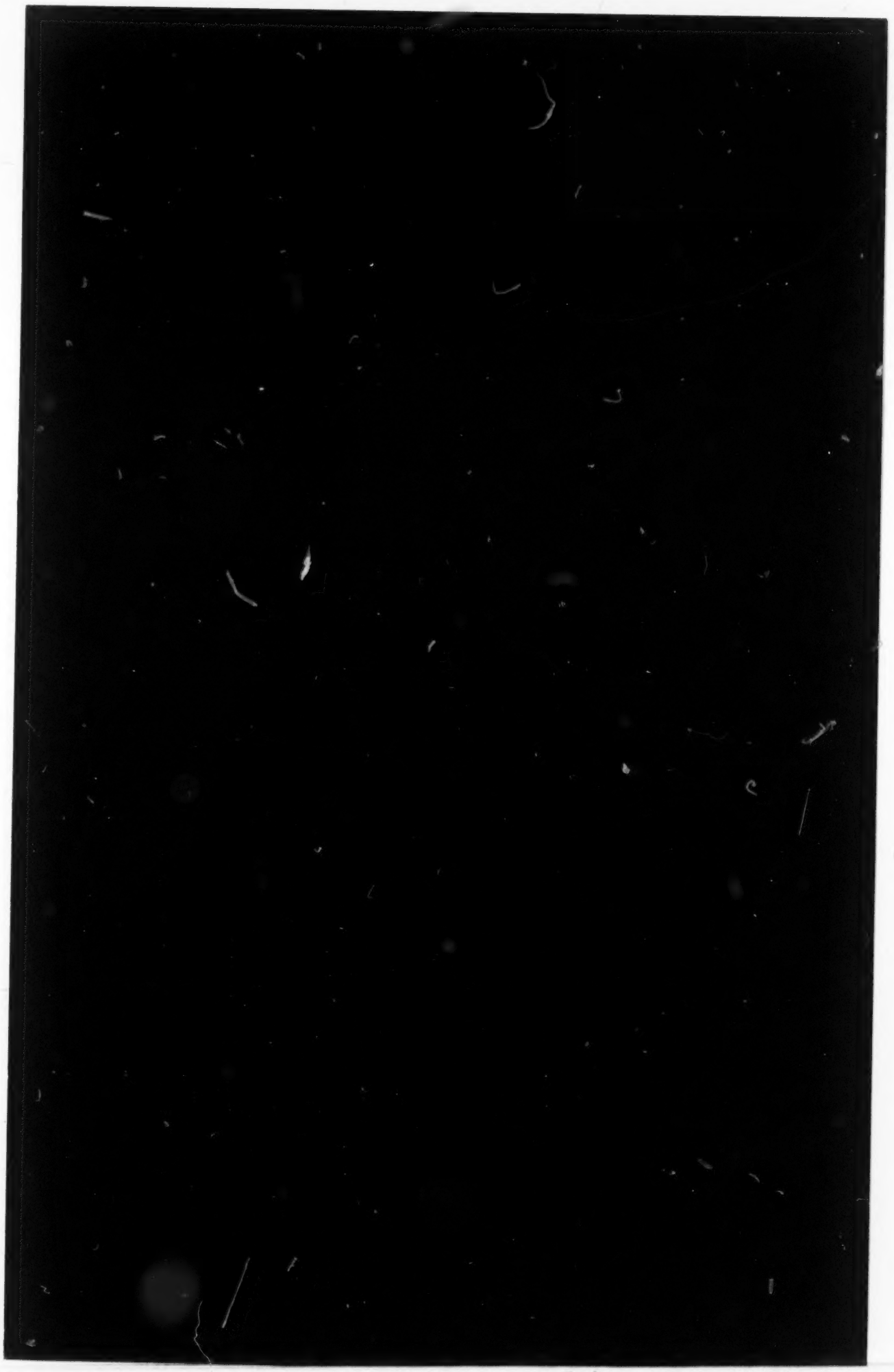
Appendix 122

ACKNOWLEDGMENT

The Illinois Office of the Superintendent of Public Instruction wishes to acknowledge the past year's efforts of over 3,000 Illinois citizens who came to us with feelings of discomfort and discontinuity about education and helped us turn those feelings into this agenda for action.

From ten-year-old students to experienced legislators, they came willingly, openly, and well prepared to help plan new directions for education in Illinois. Without them, this document would have no meaning.

Michael J. Bakalis
Superintendent of Public Instruction



Introduction

On June 21, 1971, in Rockford, Illinois, a little girl barely able to see over the podium walked confidently to the microphone and told the State's Chief School Officer she usually received good grades from teachers she liked and poor grades from teachers she didn't like. She wondered why she couldn't have the right to choose her own teachers.

A simple enough question, asked sincerely and in good faith that someone would be able to provide an answer.

That summer day was the beginning of a movement in Illinois public education which today, almost a year later, is providing new directions for the education of every child in the State's public schools.

Professional educators, laymen, students, and parents alike took the opportunity that day in Rockford, and on five subsequent days in various cities around the State, to tell Dr. Michael J. Bakalis, the new State Superintendent of Public Instruction, and his top advisors what was wrong with Illinois education and what could be done about it.

The following September, after the six regional hearings, over 1,000 people representing the rich and the poor, the well educated and the poorly educated, majority groups and minority groups gathered in Chicago to review the testimony and try to identify the changes they felt were urgently needed.

The little girl's question about choosing her teachers has not yet been answered; and neither has "quality education" been defined, although the phrase was used repeatedly in testimony and discussions.

But the new Superintendent of Public Instruction and his staff, and many educators and citizens in Illinois now know something that was only vaguely articulated before. They know there is a massive outcry for schools to help students understand how to be human beings, as well as to train them to make a living and to survive. They know that reading, writing, and arithmetic are still important, but that students are calling for much more. And they know that minority groups feel they have been left out of the educational picture long enough and don't want to wait any longer.

They know that school bond referenda will continue to be voted down again and again, as in past years, unless some important changes are made soon.

The past year's efforts to listen to what Illinois citizens want from their schools and the development of this document are only beginnings in finding answers to those questions which seem to have no answers.

The involvement of the public in setting educational goals and priorities was not the result of an idea which arose completely formed

and whole. Like the democratic process, it began and evolved; it changed and drew its direction from group experience, not from a single mind.

The original ideas of the hearings and conference were quite different from the actual events. The ageless process of the impact of reality upon the idea in conception took effect. Each encounter with the public added to the growing movement; mistakes made early contributed to later developments. The experiences at the hearings culminated in a conference in Chicago which was a unique event in, and of, itself. A document and actions by the Office of the Superintendent of Public Instruction will be the test of whether the entire sequence of events was valid.

Each person at the hearings and at the conference had a unique set of motivations for being there. Some came to work, some to observe, others to espouse a certain predetermined and specialized concern or concerns. To varying degrees, each was troubled by all or parts of the current process of educating the young in Illinois. All but a very few possessed a genuine, if somewhat inarticulate, desire to assist in the improvement of education. We will never know the total impact these events had on participants as individuals. We know only of their satisfaction or dissatisfaction expressed in their various ways.

Education in Illinois is at a critical stage of development and ideas must quickly become much more than just ideas. They must become decisive courses of action with specific points of beginning.

In late November 1971, Superintendent Bakalis released a proclamation to Illinois schools calling for immediate steps to begin desegregating schools in accordance with the Supreme Court Decision of 1954 and the Illinois Armstrong Act of 1963. It is a beginning.

Early in 1972, he outlined his top priorities for the next fiscal year, naming teacher certification procedures, school finances, recognition and supervision of schools, and curriculum in schools as his highest priorities. They are beginnings.

The little girl who told Bakalis she wanted to choose her teachers helped provide the direction for those beginnings.

Chapter One
Planning for Public Involvement

Input is a word born of a technological society. But the word adequately expresses what the Superintendent and his staff sought as the basis for a restructuring of educational goals and priorities for the State educational system. From the first, the central concept included an open forum for professional educators, students, parents, interest groups, and the general public. Input was desired from the broadest base that could be achieved, believing that base would be the only means by which any resulting documents or courses of action would have legitimacy. The concept remained constant through all phases of subsequent planning.

Bakalis' first ideas for involving the public centered around a large conference convened to discuss educational goals and priorities.

On April 29, 1971, a meeting was held in Springfield to make preliminary plans for the conference. Attending the meeting were representatives of each of the five major divisions of the Superintendent's office.

The conference was planned for a September weekend in Chicago. Projected attendance was between five hundred to one thousand people. Again, the idea was stressed that those in attendance would be drawn from diverse backgrounds. Beyond that, no one at the planning meeting was certain what form the conference would take. Since all the planners had some experience in the public schools, first conceptions took the form of what was familiar to them, which was an informational meeting similar to a teacher institutute. Another idea centered around a conference which would involve delegates with voting powers who would draft resolution statements to be voted upon by the group as a whole. Some discussion was given to involving the regional advisory councils of the Office of the Superintendent of Public Instruction in the process. The large number of people involved and the small amount of available time were immediately recognized as potential problems.

On May 28. a second meeting was held. Several important decisions were made at that time. First, the conference would be preceded by six regional public hearings at specified locations throughout the State. Secondly, the Superintendent and the associate superintendents, Bakalis' top aides, would act as the hearings officers, and, finally, it was determined that a document which summarized these hearings would form the basis for discussion at the conference. In all, the plan comprised a five-part program.

The basic components of the process had been determined, although details remained incomplete.

The director of Planning wrote the following rationale which was presented at a meeting of the associate superintendents on June 9.

> The shocks and sparks generated by unprecedented social change have led educators at all levels to become increasingly concerned with the need for moving from crisis management to more careful planning of educational systems. This need is particularly apparent at the State level.
>
> The proposed approach encompasses widespread involvement of various publics in an identification of priority goals for education in Illinois. From this goal identification, meaningful priorities for the unique missions of the Office of the Superintendent of Public Instruction will be drafted. Without an identification of such priorities, the statewide educational system will continue to be bogged down in crisis management—with each crisis being regarded as having equal weight with every other crisis.
>
> Given (a) the limited resources available to the Office of the Superintendent of Public Instruction in the foreseeable future, (b) the virtually unlimited demands for the services and resources of the Office, and (c) the current lack of a formally adopted set of Office-wide program priorities, the Office of the Superintendent of Public Instruction currently finds itself in the precarious position of reacting to crises. In the past few months, major steps have been taken to develop managerial efficiency within the Office. However, to date, there has not been sufficient time to develop and communicate priority *program* goals. As a result, program managers are left to their own initiative to develop their own priorities or merely *react* rather than act. Thus, without an equitable blend of managerial efficiency and priority program effectiveness, we could very well have an efficient machine doing nonessential or low-priority tasks.
>
> The currently planned regional public hearings provide an excellent vehicle for soliciting input from a variety of publics regarding priority goals for education in the 1970s. Given an appropriate and specific structure, the regional public hearings can provide the Office of the Superintendent of Public Instruction with a grass roots beginning to the identification of its own appropriate priority missions.
>
> The outputs of each regional hearing (i.e., written analysis of the participants' perceptions of needs and goals and summary statements of goals) will be analyzed. A publication sum-

marizing these outputs will be prepared for analysis by participants in the Statewide Conference on Educational Goals and Priorities, to be held in September 1971. The purpose of the Statewide Conference on Educational Goals and Priorities will be to draft a series of priority goal statements based upon the inputs of the six regional public hearings.[1]

Reactions to the plan were mixed. But on the whole, the idea was accepted and a working schedule was issued June 10. The schedule for the hearings was spaced closely to accomplish a great deal in a short time.

On June 14, a press release quoted Bakalis as saying:

> Education in Illinois is aimless, in many cases it has little relevance; our young find unenjoyable an experience which should be among the most meaningful in their lives and our elderly are deprived of the chance to understand our fast-changing world—we must now cope with these long-range problems.
>
> We in Illinois must have the courage to terminate outdated efforts and develop new ones. Our educational strategy is unclear at this date—we somehow exist from day to day—but to exist from day to day, when the sum total of our knowledge doubles every ten years, is inadequate. . .
>
> . . . The public hearings on educational goals and priorities will serve to compile information about what the people of Illinois want their children to gain from a public education.
>
> The findings from the hearings will then be documented and set forth in a tentative master plan[2] to be presented to a statewide convention this fall, which will finalize the plan for presentation to the people of Illinois and those who govern their educational institutions.
>
> The statewide convention on educational goals and priorities will be composed of community leaders, working men and women, school administrators, parents, teachers and students.
>
> Can we say that our education system is adequate when there is a continued rise in the crime rate among our youth and when the welfare rolls are packed with persons who cannot find a job because they are unqualified?
>
> Can we say that education in Illinois is adequate when so many of our young people are unhappy in school and when most of our older citizens cannot return there?

---

[1] Olson, Thomas, *A Proposal for Strategic Planning and Priority Goal Establishment for the Office of the Superintendent of Public Instruction.* (Draft copy) June 3, 1971.

[2] The term "master plan" was used in the early stages of planning. However, because of public misinterpretations, usage of the term was discontinued.

> I believe the people of Illinois are becoming increasingly convinced that their schools are not working. These people have a right to expect a fair ratio of success and benefit for every dollar they spend.
>
> This right cannot be satisfied unless we have some understanding of where we want to go educationally in Illinois, and how we want to get there. This is why a master plan is so vitally important, for without it we will be forced to continue to wander from crisis to crisis.[3]

Each of the hearings was expected to draw participants from a wide geographical area, as well as a wide diversity of backgrounds. Representatives from schools, students, parents, and civic organizations were sought. A special effort was made to achieve minority group representation.

Regional and district superintendents were invited to participate in the hearings, and a list[4] was drawn up of the groups, organizations, and individuals who would receive notification prior to each of the six hearings. Participation by representatives of each of these groups and organizations was actively encouraged.

Less formal arrangements were made by phone which resulted in some of the more productive contacts. Phone books were used to locate civic groups, lodges, fraternal organizations, clubs, labor unions, and social service organizations. Often one person who was called suggested other possible participants.

As the date of the hearings approached, each site was visited and final arrangements were made. All scheduled witnesses were contacted by phone a second time. Film and audio tape records were planned to supplement the written records and notes of the entire proceedings.

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[3] Bakalis, Michael J., Press Release. Chicago, June 14, 1971.
[4] See appendix I.

Chapter Two
The Hearings

Superintendent Bakalis and his associates were surprised and encouraged by the large numbers of persons who came to the hearings[5] to present open, frank, and forthright opinions. Some witnesses came to indict the public school system in Illinois, and did so adamantly. Others offered constructive ideas about needed educational changes.

In every hearing the panel found it necessary to divide into two groups in order to accommodate the unexpected numbers of witnesses. In spite of the advance press coverage, many witnesses only learned of the sessions on the day of the hearing. Others came merely to listen. But after listening, in some cases for hours, they felt compelled to present informal testimony. All were accommodated. At the close of the six hearings, 641 persons had been heard.

Generally, witnesses presented between five to fifteen minutes of testimony and then responded to questions from the hearing panel. Some of the most revealing concerns surfaced in these question and answer sessions. In fact, the schedule for each hearing fell far behind because of lengthy question and answer sessions.

Most witnesses identified themselves as members of particular special interest groups, i.e., local teachers groups, P.T.A.s, school boards. Yet the overwhelming majority then emphasized they were speaking as individuals. Whether this was because of fear of group retribution or because few educational organizations have commonly agreed upon goals and policies was not known.

Two categories of themes emerged during the hearings: procedural and substantive. Substantive concerns were those areas which dealt with the form education should take in the future. Generally, this type of testimony dealt with the more philosophical issues such as more flexibility versus the return to the three Rs and the need for individualized instruction rather than the lock-step patterns of traditional educational programs.

The procedural concerns involved efforts to support quality education, whatever form that education might take. Such issues as the financial support level, school organization, and the preparation, evaluation, and retention of teachers can be regarded as procedural concerns. These factors undergird and support the real substance of education. They do not, in and of themselves, provide clear directions for student centered goals for education in the 1970s.

Usually two distinct types of testimony were presented. Witnesses who addressed themselves to the substance of education seldom discussed procedural matters. Conversely, those who spoke of procedural matters did not discuss what the substance of education should be. For

[5] Hearings were held in Rockford on June 21, Springfield on June 29, Peoria on July 12, Centralia on July 19, East St. Louis on July 21, and Chicago on July 26 and 27, 1971.

example, those who demanded a more humane educational system rarely advanced ideas as to how the financial and organizational structures should be designed to develop that more humanistic system. Those who discussed the need for a drastic increase in school financial aid did not concern themselves with the substantive outcomes of increased financial aid.

Substantive Issues

Examples of testimony which centered on the substantive issue of humanizing and opening the educational process are indicated below.

A Rockford parent said:

> Children who are 'turned on' to books and learning will not be likely to 'cop out' and find other avenues of experience such as drugs, alcohol, and crime.

In East St. Louis a university professor warned:

> Should we instruct the young people in our schools in such a fashion as to instill in them an aversion to education and diminish the regard for themselves as adequate and valued human beings, then we have failed — failed profoundly.

The need for "turning kids on" to the education process through more humane and varied techniques in education was a prevailing theme throughout the hearings.

The need for sensitive and child centered teachers was articulated by many, particularly by the student witnesses.

A young girl reminded the panel:

> Learning is not just being taught. Teachers sit up and teach day to day but that does insure that the kids are learning.

A spokesman for a group of concerned black citizens charged:

> Harassments by the teachers have led to the expulsion of many black students. Kickouts become dropouts, therefore, we are asking that laws be made to deal with the problems inside the school.

A minister urged greater sensitivity toward minority children:

> Teaching must be connected with the students' background. Our experiences with the culturally different — the blacks, the

> Puerto Ricans, the Mexican Americans — should have made the schools aware of this truth, but teachers and programs have continued to ignore this fact and to teach as they have always taught.

Impressive numbers of witnesses criticized present educational techniques and structures as barriers to developing favorable attitudes toward learning.

A kindergarten teacher said:

> I've worked with an early education class for the last couple of years and I have yet to see a child who didn't come to school excited and eager to learn. But all of us who have had children go through schools, all who have taught children, know that something happens to that eagerness and joy in learning by the time they reach the upper grades.
>
> School too often turns into playing the game. The teachers game; the report card game; the pass the test game; the get into college game, and joyful learning is no longer associated with the formal educational process.

Accompanying the issue of humane and open educational practices was the repeated desire for adapting educational processes to individual needs. Experimentation and innovation were also encouraged, but a significant number of witnesses expressed ambivalence regarding innovations which have been attempted. They were unsure of their success and were skeptical about the seemingly excessive costs.

Central to the concern for individualized instruction was the desire for broader involvement in planning the curriculum of the schools.

In Centralia, a superintendent of an educational service region best summarized this issue:

> For our public schools to truly serve the populace, we need to set up the mechanics whereby those responsible for determining the curriculum avail themselves of the criticisms, ideas, and suggestions of professionals, parents, leaders in the community, students, and, yes, dropouts.

Prekindergarten education was seen by many witnesses as a necessary component in the development of individualized programs. For example, a teacher observed:

> We have seen what a difference programs like Head Start and Sesame Street can make for children, and now I think it is

time the public schools take up the challenge of providing for every child the stimulation, educational surroundings, and guidance he needs to form a good foundation for learning . . .

In addition, numerous witnesses cited the need for the State Office of Public Instruction to take a greater leadership role in advancing carefully planned and carefully evaluated methods for individualizing instruction from prekindergarten through adult education.

In Peoria, a professor of education advocated:

After the hearings are completed . . . I would hope that priorities will be included which relate to daily instructional processes in the classroom. Among these . . . I strongly urge establishment of individualized instruction as a top priority at all levels in our public schools.

Finally, present curricular offerings were attacked as irrelevant to the noncollege-bound student. The need for improved career education was advocated by a wide cross section of witnesses. The goal of training all students for the world of work was seen as a high priority issue. Career education was seen as a necessary ingredient of all educational programs, from elementary through adult education.

Closely allied with the issues of humanistic education and curriculum revision, demands for an accountable educational system were consistently expressed. The public urged that teachers, administrators, and school boards assess their educational accomplishments, and communicate more clearly these results and outcomes.

One Chicago witness charged:

We pour our money and, more importantly, our children into the public schools and are given no accounting of what happens to either.

A superintendent of a large urban school district said:

We can no longer judge a school by the number of things it possesses: maps, globes, library books, number of toilets. There's great pressure on all of us to be accountable for the education of a child and not produce some vague curriculum that educates millions of children.

Central to the concern for making schools accountable was the desire to clarify the meaning of the term, quality education. The movement toward measuring the products of the schools did not go without warning.

A college staff member observed:

> People use industrial analogies to think about education. Children are viewed as raw material to be processed by the school in order to emerge as finished products.
>
> It does not require a great deal of knowledge or insight to know these assumptions are not valid and that a school system built upon them is not efficient.

No one suggested that accountability programs would be easy to establish. But the testimony made it clear that the public was demanding steps be taken to establish methods for gathering information about results produced by the schools. Time and again this demand was made. Witnesses feared that unless these steps were taken, the public's confidence in the schools would continue to weaken.

The most vociferous critics of education in Illinois were those affected by unequal educational opportunity; the poor, the minority groups, and the parents of exceptional children.

A witness at the Peoria hearing said:

> We are dragging our feet with regard to integration . . . We are all losers when we deprive our children of the opportunity to grow up and learn in situations which afford maximum experience of the multicultural aspects of our society.

These demands for equalizing educational opportunity provided a priority focal point of every public hearing. A State representative urged that the State of Illinois meet its obligation "regardless of the geographic location or economic conditions."

In Chicago, a mother asked:

> How can Spanish-speaking students benefit from a science or history class if they don't understand English?

In Chicago, a black college president attempted to clarify the concern of the black community:

> I think that I'm saying to you that the black community is not asking that anybody do anything for them; they are asking for an equitable educational opportunity for their children; a situation where the teachers believe in the educability of these children; a situation where people have an opportunity to gain the intellectual and psychological support on which they must build any future concerning themselves.

Testing programs which are culturally biased came in for special and frequent attacks.

A representative of the American Civil Liberties Union gave specific examples:

> I've heard about I.Q. tests in which students whose parents have never had a bank account are asked, 'Why is it better to pay bills by check?' Students who have never seen a stone fancier than a hunk of pavement are asked, 'What is the color of a ruby?'

Procedural Issues

The priority procedural issues discussed most frequently by witnesses centered around inadequate financing of the schools, school governance, and legal issues involving discipline and the rights of students, parents, and professional educators.

Inadequate financing of the schools of the State was identified as a major barrier to equalizing educational opportunity. A common thread of testimony heard at all the hearings was the need for the State to assume the primary responsibility for financing schools.

A United States Congressman attacked the present system:

> I must emphasize again that nothing will happen to improve our schools . . . they will only get worse . . . until we change the system of paying for public education.

Citizens from rural and urban areas cited inadequacies of the current financing structure. Numerous representatives of farmers' organizations in the Springfield, Peoria, and Centralia hearings revealed how the cost-price-tax squeeze affected their ability to support education.

A representative of a county farm bureau said:

> My taxes have increased 29 percent since 1967 and yet my net income per acre has only increased 15 percent. This is why we question a continued system of financing education as it now exists.

Urban representatives called for increased financing to meet their unique needs.

While there was overriding discontent with the current financial crisis, there was no consensus on the desirable sources of additional revenues. Suggestions varied from sole reliance upon increased income taxes to establishing a statewide lottery. In spite of this lack of consensus one demand was clear, the State must assume primary responsibility for financing schools.

A second major procedural concern was the need for opening the process of school governance. A nagging feeling of isolation from the educational decision-making process was expressed by a number of citizens. Witnesses from large cities said school boards were too remote to be receptive to community needs. Rural representation attacked school boards as closed systems. Phrases such as "credibility gap" and "secret meetings" were repeated throughout the hearings. However expressed, the theme was clear: the desire to create a participatory and more open system of school governance.

Legal issues dealing with collective bargaining, professional and student rights, and discipline formed a third major procedural concern of the witnesses.

Calls for the State Office to take an aggressive role in developing statewide rules to govern collective bargaining were made at most of the hearings. There was widespread condemnation of the conflict-adversary approach to collective bargaining in the educational arena. This approach was seen as an extremely divisive element which forced both parties into unintended actions.

While teacher tenure laws were generally criticized, educators emphasized the need to protect professionals through a system of due process.

Recognition of student rights was seen as a critical element of any effective educational program. Protection of student rights by due process was urged by educators, students, and parents. Numerous court decisions were cited as a rationale.

Conflicting opinions regarding the law and discipline in the schools were voiced. In the Peoria hearing, administrators were highly critical of present legal provisions dealing with discipline matters. They sought revision in *The School Code of Illinois* to allow them to handle more effectively suspensions and expulsions. A counter theme was expressed by a number of representatives of minority groups, particularly blacks. They said that a disproportionate number of students expelled from schools are black. Other blacks identified irrelevant, meaningless curriculum as the root cause of discipline problems.

By the completion of the six hearings it was clear that the discussion of the numerous issues had provided a call for basic educational reform in the State.

But the unique concept of holding hearings as a prelude to developing any written document was not without skeptics. Preceding the Springfield hearing the *Illinois State Register* voiced its reservations:

> Illinois' new superintendent of public instruction, Michael Bakalis, has set in motion an interesting and significant effort, the prepara-

tion of a master plan for educational goals and priorities for the state in this decade . . .

We applaud Bakalis for moving in this direction, but we seriously question if a master plan for elementary and secondary educational goals and priorities can be produced with a half-dozen hearings, two or three months of staff work, and a three-day convention of 1,000 citizens.[6]

[6] *Illinois State Register* (Editorial) Springfield, Illinois, June 28, 1971. As indicated earlier, the term "master plan" was dropped because of the misinterpretations of the phrase.

Chapter Three
From the Hearings to the Conference

The hearings provided extensive, often eloquent, support for the desire for reform and fresh approaches to education in Illinois.

Notes of the entire proceedings weighed 20 pounds. Compiling this material into workable form, then, refining it into a cohesive program was a large task.

No one expected witnesses to present a detailed program of educational change from the podium. This was the job of the State Education Office, a job outlined by the priorities and concerns expressed in the hearings. The document thus generated would be subject to revision by the conference held in Chicago, September 24, 25, and 26, 1972.

On July 27, before the second hearing in Chicago, the Superintendent, associate superintendents, the special assistant to the Superintendent, and other staff members discussed the outline for the conference document. A tentative plan said in part:

> . . . The product of the six regional public hearings will be a document which specifies priority goals for the statewide educational system for the 1970s. This document, specifying the priority goals, will be presented in advance to each of the participants of the Statewide Conference on Goals and Priorities to be held in Chicago.
>
> . . . The document will be divided into three major sections. The first section will contain a statement of what we are calling substantive goals. These substantive goals may be defined as follows: "A broad statement of long-range intentions. This statement should be child centered and is not necessarily time specific. Substantive goals deal with the desired eventual products of the educational effort."
>
> The second section of the document will contain statements of system goals. The system goals are defined as follows: "They define essential characteristics of the statewide educational system and its subsystems. Such characteristics are essential in accomplishing the substantive learner centered goals. The system goals are not time specific. They are merely characteristics which *must* be present in order to facilitate and nurture the accomplishment of the substantive goals."[7]
>
> The third section of the document will deal with what is regarded as procedural objectives. Procedural objectives can be defined as follows: "must be supportive in accomplishing one or a combination of 'substantive' and 'system' goals; must be

[7] This section appeared in the first draft. In subsequent editions, the system goals were integrated into the document as a whole.

time specific; i.e., it must indicate a *specific time* by which the objective is to be accomplished; and, it must be *product specific;* i.e., it must indicate a *specific outcome."*[8]

Staff members were assigned to write portions of the draft in accordance with the suggested outline. By August 17, a rough draft of the document had been compiled and was presented at a meeting of the Superintendent and associates. Reactions were solicited from associate and assistant superintendents, as well as some department directors.

On August 28, the special assistant to the Superintendent and the director of Planning, who were largely responsible for the compilation of the draft, met with members of the Citizens Advisory Council in Chicago. The purpose of the meeting was to elicit comments on the draft from persons outside the office. It also provided a "dry-run" on what might be expected from discussion groups later in the conference.

By September 13, 1,500 copies of the 131-page document were printed and ready for distribution. Bearing the title, *Action Goals for the 1970s,* it was generally referred to as the "first draft."

The draft was unique in that it was time specific. Unlike a large number of public reports, it did not call for reforms and changes at an unnamed future date, but attempted to place them within a time framework. Every action objective and most necessary steps contained a specific target date for accomplishment.

Simultaneous with the preparation of the document was the preparation of a film to be presented at the conference drawn from footage of the hearings. Entitled *A Call to Action,* the film ran approximately twenty-five minutes and served as a connecting link between the hearings and the conference itself.

Invitations were issued and the public notified through a press release. Over 5,000 registration forms were mailed. Each person who indicated a desire to attend was mailed a copy of the draft document and supplemental materials.

Displays for the conference included a large multimedia presentation from the U. S. Office of Education. Wilbur Cohen, Dean of the School of Education, University of Michigan, and former Secretary of Health, Education, and Welfare agreed to be the principal speaker at Saturday evening's banquet.

Because there was a registration fee for the conference as well as expenses for meals and lodging, there was concern that low-income persons would not be able to attend. Major corporations helped defray the expenses of such participants.

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[8] *Specifications and Instructions for Developing Goal Statements for "Goals for the '70s."*

It was determined that Saturday should be spent in small workshops, which would review, discuss and suggest changes in the draft document. A general session would be held Sunday to summarize what had taken place in the workshops. Workshop moderators were drawn from the staff of the Office of the Superintendent of Public Instruction. The moderators were instructed to remain neutral, keep the discussion moving, attempt to head off fruitless and petty arguments and, above all, make sure each participant was given sufficient opportunity to make his opinions known.

Recorders, most of them graduate education students, were recruited from Chicago area colleges and universities. Their function was to record the groups' comments, arguments, and questions, but not participate in the discussion.

Staff members with specialized expertise, i.e., school finance and school law, functioned as resource personnel to be called upon by the groups as needed. The Superintendent assumed such a role.

Support personnel also were drawn from the office staff. The rest of the staff, however, was able to attend the conference only at their own expense. It was important to the Superintendent that the conference not be dominated by his own staff, however valuable a contribution they could make on an individual basis.

Participants were assigned to workshops in such a way as to maintain a balance within the groups. By design, each group was to include teachers, parents, students, businessmen, and group representatives. Individuals from the same school district or organization were placed in different workshops. No objections were noted to this procedure, and it provided an interesting and provocative mixture of discussion in each group.

Chapter Four
The Chicago Conference

The conference opened for registration at 4 p.m. on the evening of September 24, 1971. A week before, 800 advance registrations had been received and more walk-in registrants were expected at the opening of the conference. It became apparent that the extra number of persons would overwhelm the workshop groups, making them inoperable for discussion. A decision was therefore made to give additional registrants observer status only. They would be allowed to attend and listen to all the proceedings, but would not contribute.

As the first general session opened at 8 p.m. that evening, the impact of the number of persons willing and anxious to participate was felt; in fact, there was hardly adequate space in the meeting room.

Superintendent Bakalis addressed the group:

> As far as we know, this is Illinois' first State Conference on Education. I consider this conference an exciting experiment to involve people from every corner of this State and from every walk of life in charting a future course for education in Illinois.
>
> The response to our call for public involvement, as you can see in this hall, has been astonishing. Hundreds of people have converged on Chicago today — from as far away as Cairo, East St. Louis, and Rock Island, and from as near as Woodlawn, West Town, and Lake View. You represent the rich and poor, the young and old, educators and citizens of Illinois. And the reason you are here is your deep and commonly shared concern for the future of our schools and the future of our children . . .
>
> I believe this conference has two charges. First, we are here to clarify, to redefine, and to seek some agreement on the goals and objectives of education. Second, we must consider the necessity of establishing and setting into motion mechanisms that will help facilitate the achievement of those goals and objectives.
>
> Since I will be speaking about implementation tomorrow, let me say a few words about that first task; the workshops you are engaged in and the report you have been evaluating.
>
> Like our schools, this document is not perfect. Some may think it is overly visionary. But, vision is something we need much more of in education. So in weighing this document, I encourage you to look beyond what you perceive to be possible today to what you know will be expected of us tomorrow.

20/21

I am asking you to help improve the document; to refine and to strengthen it . . . if a recommended action is unworkable, but can be improved, then tell us how it can be made better. If there are omissions, then tell us how to fill the gaps. If the document is too inflexible, then let us make it more flexible. If a proposal is not clear, then let us clarify it.

Some will fault this report for being too controversial. Yet, that may be its principal virtue. It's easy to run away from contentious issues; the problem is that you can never run fast enough to get away from them. School finance, accountability, student rights, equal educational opportunity, teacher training, professional negotiations, these were the issues that witnesses discussed time and time again at the public hearings. I know these are concerns of yours too. These same issues have crowded our public agenda for years, and they are begging for solutions, not in the distant future, but as quickly as possible.[9]

Following the showing of the film, *A Call to Action,* the evening closed with a reception where the Superintendent met participants.

On Saturday, September 25, the major work of the conference was conducted. Forty-two workshops convened to discuss the draft document. Since no group was expected to complete the lengthy document in one day, each was assigned to begin in a different section, continue, and complete as much as possible.

There were, by the morning of the 25th, approximately 1,100 registrants and observers participating in the proceedings. No observer could fail to note the seriousness and concern with which the participants undertook the task. Nor could he fail to observe the complete mixture of backgrounds visible in each group. There were parents, students, representatives of racial, socioeconomic and linguistic groups, teachers, administrators, organization and religious representatives, university professors, and citizens. There was no lack of heated discussion. But the prevailing attitude of the day was one of cooperation. People spoke of their concerns, but they listened as well.

Superintendent Bakalis delineated the goals of the conference in his address at the luncheon on Saturday. In his address, *A Call to Action,* Dr. Bakalis said:

> On Monday morning, thousands of young men and women in the State of Illinois will go through a process which for them and for us has become commonplace, they will go to school. Some will enter plush classrooms with elaborate equipment, others will enter physical plants that differ little from those used by their parents and grandparents before them. Some will have

[9] Bakalis, Michael J., Opening remarks to the Illinois Conference on Education: Goals and Priorities for the 1970s. Chicago, Illinois, September 24, 1971.

the benefit of a carefully selected corps of quality teachers, others will be forced to sit in classrooms with men and women who do a disservice to a future generation by the damage their incompetence brings. Some will have the opportunity to participate in exciting programs that challenge them to new levels of achievement. Most will spend another day like every other day, never knowing the excitement of learning, or that within them lies potential which will never be developed. Yet to all of this generation will be given the world of 1980 and beyond. . . What seems clear is that unless we are prepared at this point in time to ask ourselves where we want our educational system to go and what we want it to be, we face the possibility that this most unique of all educational systems will fail. To question our educational system is not to disparage its present and past achievements but only to ask how can we revitalize it . . . Our task is not revolution, but reform and renewal.

All of us here today are agents of that renewal. Your presence here gives evidence to your acknowledgement that something must be done and your faith that something can be done. It is important that we here recognize that this conference, indeed this entire process, is an experiment untried and unprecedented . . . But a successful meeting such as this does not change a system, and a plan alone, no matter how sound in principles, cannot guarantee excellence in education.

These are difficult times to talk of change. We live in a time of phenomenal change. It surrounds us and at times overwhelms us. It challenges us and it frightens us. It makes us yearn for simple times and a chance to breathe. Yet we cannot retreat from it; our obligation to our young demands we face it squarely. It is also difficult to talk of change because so few of us believe that basic change can come about. So many of us feel helpless. So many of us have been let down. So many of our leaders have lost the public confidence.

. . . The cynics are saying that this will all amount to nothing, that it is only a series of loud noises which will stir the air and then fall on deaf ears. We cannot be too harsh on them for they have cause for doubt. Reports have come and gone and things remain the same . . . We catalog the failure of the schools and the schools continue to fail. So the question as to how this entire experiment differs is legitimate, and it deserves an answer.

The honest answer, first of all, is that there is no guarantee that this plan will not join the infamous graveyard of public reports. What we can guarantee, however, is that we can maximize its chances for success by fully understanding why we are here,

what it is we are discussing and what efforts will be called for if we are really to bring to completion an effort without precedent in this State and perhaps the Nation. What this conference and this draft plan ask is, 'How can a fundamental institution of this society, the public school, be renewed to meet the needs of our times?' To ask that question in a meeting such as this is itself important. If we succeed in finding that answer, the implications for a generation of young men and women will be staggering.

We are here because of my profound belief that the schools belong to the people and that the destiny and direction of the schools must be determined by the people. The strongest guarantee that this effort *will* be different is that the people have been involved from the beginning.

And we are here because of a profound belief that the American educational system is not hopelessly lost . . . But there is a crisis in public education today . . . That is why we are here and that is what the draft plan is all about.

If you leave this conference content to say that you have made your contribution in two or three of these sessions you will guarantee the failure of what we seek to do and the cynics will once again have their day. The most difficult task lies ahead, that of turning the process into program and philosophy into policy. How can it be done? First, it is important to realize that it will not be done easily. Change results when one controls the points of decision making power and these are not easily identifiable or accessible in public education.

Who controls the schools remains the simplest and yet the most difficult of questions. That the people control the schools is the textbook answer. The fact is that educational power is fragmented among many, the local school board, the teachers' organizations, the State Office of Education, the parents' organizations, the Federal Government, the State Legislature, the accrediting associations, and the colleges and universities. And this fact, while having merit to be sure, also makes the process of educational change the most difficult of tasks.

What we seek here is not unanimity on every point in an educational plan. But I do believe we can forge a consensus on most of what you are discussing and we can pledge to each other a commitment for a joint effort of implementation. Much of what is called for in our plan can be achieved without legislative action. Much can be achieved through the internal functioning of my office. Much more can be done by those of us here today assuming the leadership of implementation. Teachers' associations, local school boards and school administrators all

can find and suggest ways in which they can take the initiative for leadership to make this document come alive. Without this self-motivation, I believe it will be doomed like all those other documents which have sorely tested the public confidence . . . The concerted effort for implementation must be prepared to finally deal with one basic fundamental fact: Ultimate success can only come if we are prepared to use the political process. . . Who among us can say that we can make things happen by sitting on the sidelines?

What is required here today is that we commit ourselves to a worthy cause, the future of our children, and that will mean that we must commit ourselves to political action . . .

> If in 1980, and beyond, young men and women are not prepared to live in the revolutionary world which has thrown our generation in disarray, who will answer for that? If in 1980, and beyond, the present crisis or confidence in public education has resulted in the disintegration of the most unique educational experiment in the history of the world, who will answer for that? I think that answer is clear. We will all have to answer. We will have to say that we did not take the opportunity and we turned our back on the responsibility to revitalize an institution and so it died. We have, at this point in time, a unique opportunity in the State of Illinois to seize that opportunity and bear that responsibility. To be sure, the sideline observers are waiting for our fall. Only we together can prevent that.
>
> The people of Illinois have spoken. From city to farm, the young and old, the educators, and the laymen, the wealthy and the poor, the black and the white, the chicanos, have issued to us a call to action. It is a call we have no right to ignore, and it demands a response.

At the end of the Saturday work sessions a banquet was held. Featured speaker at the banquet was Wilbur Cohen. Cohen reiterated Superintendent Bakalis' concern with educational renewal and reform. The former Secretary of Health, Education, and Welfare devoted a major portion of his address to the need for flexibility and a wider variety of opportunities for young people.

> . . . The school system must be far more experimental and offer a far wider variety of opportunities for young people. At present, the system is so highly structured that it tends to crush the creativity of the child because it is primarily based on the idea of the child adjusting to the educational system and not the educational system adjusting to the child. This explains why you find young people not only in high schools, and junior

high schools, but also in elementary school rebelling against the kind of discipline, authority and, I hesitate to use the word, dictatorship or autocracy they experience. This kind of discipline has been visited by the teacher and the principal and the school system on people because they felt that they had the right system of education that every boy or girl ought to have.

Today we are learning or relearning about learning theory and individual differences. We realize that there isn't exactly one system for everybody.

The desire for improving the quality of teacher preparation programs was a second theme of Cohen's remarks. He outlined a need for improved and radical adjustments in methods for certifying teachers. He continued:

> . . . If we are going to try to develop more variation and flexibility, more opportunity and less structured program, we must do something about changing our teacher certification laws. The teacher certification laws are another form of legislation which tends to force the teaching profession into a common mold. Perhaps they were needed in 1900, when we did not have standards and when teaching was still in the embryonic stage as a profession . . .
>
> Today, economic, social, and scientific changes are happening so rapidly in our society and will continue to do so in the immediate future that we cannot any longer keep that kind of a structure. If we are going to keep pace with change, I believe that it is very important for the teacher certification laws to be reexamined with the purpose of putting more flexibility into the schools of education . . .
>
> In order to do what we have to do in this country, we have to attract many more dynamic, able innovators into the education system. Our schools of education must begin to recruit in areas which they have not really recruited before to reach more black students and minority groups.[10]

When the workshop sessions closed on Saturday, the recommendations of the forty-two workshops were read, assessed, and compiled into a document in order to place a summary of Saturday's proceedings in the hands of the conference participants the following morning. Each chapter in the document was summarized.

SUBSTANTIVE GOALS

Thirty-three groups dealt with substantive goals of education. The great majority of the groups accepted these as a framework for the action objectives. This acceptance was subject to the following general recommendations which were expressed in a number of the group sessions.

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[10] Cohen, Wilbur J., *Needed Changes in Education.* Address to the Illinois Conference on Education: Goals and Priorities for the 1970s. Chicago, Illinois, September 25, 1971.

- Numerous recommendations were made that this section should focus upon the responsibility of the school system. An example is the recommendation that the goal, "Students should demonstrate a favorable attitude toward learning," be revised to state, "The school system must provide an atmosphere which will develop a favorable attitude toward learning."
- The document should emphasize that responsibility for accomplishment of the objectives rests with many quarters. Parents, teachers, students, school board members, all must be responsible in particular ways.
- Many groups emphasized there should be a goal statement which incorporates the concepts of good citizenship and responsibilities in a democratic society.
- Another common recommendation dealt with the necessity for students to be able to adapt to a world of change.
- There were numerous recommendations that there should be a substantive goal related to use of leisure time.
- Learners should be defined as those from prekindergarten through adulthood.

STATEWIDE ACCOUNTABILITY PROGRAM

The seven action objectives in this section were reviewed by nineteen groups. A majority accepted all the objectives. However, one group rejected all the objectives. The report form was not clear as to the reason for this total rejection.

General reaction to this section included:

- Recommendations to plan and to test more than one model for assessment of learner needs were made.
- Several groups cautioned against any assessment program becoming merely a statewide standardized testing program.
- There were several expressions of concern for the retention of local control.
- Suggestions to include the total school community in an assessment program were made.

Some groups felt that this task was too ambitious while others felt that it should be implemented on a greatly expanded and accelerated basis. Some indicated their concern for invasion of privacy. Others felt the suggested program represented the first time in 100 years that the State had attempted to evaluate its educational process.

EQUAL EDUCATIONAL OPPORTUNITY

Racial and Cultural Isolation

Equal educational opportunity was considered by twenty-two discussion groups. With one exception, the proposed action objectives were accorded overwhelming acceptance. Concern was voiced about development of measures to hold professional and nonprofessional staffs accountable for the actions of others. Many groups offered recommendations that called for immediate enforcement of the laws of the State and flexibility for individual situations.

A number of questions were raised:

- Is this desegregation for desegregation's sake?
- Will the private schools be effected by these proposed actions?
- Should the State Superintendent mandate merger of school districts to offset existing racial, sociological, or economic imbalance?

Services For Non-English-Speaking Students

Eighteen workshops, including an impromptu caucus of Spanish-speaking participants, accepted the five action objectives relating to the education problems of non-English-speaking students.

Services for Exceptional Children

There was overwhelming acceptance of the action objectives. But the following questions and recommendations were offered in order to further improve the objectives:

- All agencies (private and public) serving the handicapped should coordinate their efforts.
- Greater effort than suggested in the action objectives should be made in interpreting the needs of handicapped and gifted to regular education teachers.
- *Every* district should provide programs for the talented and gifted.
- No student should be placed in classes for Educable Mentally Handicapped or Trainable Mentally Handicapped without first being evaluated by an appropriate professional who speaks the student's language or dialect and who has an understanding of the child's culture and background. This should be done in an environment to which the child is accustomed.
- More effort should be made to integrate handicapped children into regular education classes.
- Screening for potential learning problems should be expanded to *all* children.

- Emphasis should be placed on the development of vocational skills for handicapped children.
- Qualified handicapped persons should be actively recruited for teaching in public schools.
- Public schools should work with other agencies to provide a continuum of services for the handicapped extending beyond 21 years of age.

SCHOOL GOVERNANCE

Twenty workshops considered the document's recommendation covering school governance.

The most favorably regarded recommendations were the appeal mechanisms for administrative decisions and practices of the State agency and local school boards; the creation of local advisory councils; school board public hearings; the inclusion of the Board of Vocational Education within the Office of the Superintendent of Public Instruction, and experiments in local community control.

Recommendations regarding the selection of local school boards from geographic subdivisions, the inclusiveness of State Board of Education responsibilities, and appointment of superintendents of educational service regions by the Superintendent of Public Instruction were less warmly received.

The centralization of power at the State level and a corresponding loss of local control was discussed by several groups.

SCHOOL FINANCE

One-half of the groups discussed some or all of the action objectives on this complex topic. Approximately 40% of these groups made a recommendation on each action objective.

Suggested changes were:

- Modify the present school aid formula for the forthcoming fiscal year by improving its equalizing effect, provide State aid recognition for extraordinary local tax rate effort, and allocate some funds to offset the higher cost of teaching children with learning disadvantages.
- Establish a totally revised school aid formula next year which would place the primary burden for financing education on the State and provide substantial relief for the property tax payer.
- Initiate a State school facility financial assistance program that provides larger sums to school districts with smaller tax bases than those with larger local resources.

- Continue to reduce or eliminate the disparity in State aid given to dual and unit school systems.
- Relate State aid to accountability programs.
- Substitute average daily membership for the present average daily attendance factor in the formula.

Other recommendations were to increase the amount of State aid for public education, to use a liquor tax to help finance education, and to have the State collect the property tax revenue that goes to the schools.

Some groups wanted to insure that the basic financing program from State and Federal funds would be sufficient to provide an adequate education. Other groups considered methods which could be used by the State to finance its added share of the cost of operating the schools, the most frequently mentioned method being the income tax. Other methods discussed were an inheritance tax, a statewide property tax, and an excess profits tax.

Other groups suggested that aid to nonpublic schools should be avoided in order to enhance the funds available to the public schools and that efforts should be made to have Federal funds provided on a more unrestricted basis.

More than one group raised questions about elimination of the personal property tax and the advisability of continued use of the property tax for supporting the schools. Other groups raised such questions as whether heavy reliance on the income tax would be advisable because of the fluctuations in the revenues which it produces, and whether primary State and Federal funding of education would tend to stifle local initiative.

SCHOOL REORGANIZATION

Half the conference participants considered this section. The first two objectives which related to the establishment of State and intermediate school district reorganization committees and to a mandate which would require every school district to be of sufficient size and financial ability were accepted, but several groups considered them confusing and raised objection to them. The latter two objectives which provided for decentralization of the activities of the Office of the Superintendent of Public Instruction and experimentation with twelve-month school plans were unanimously approved.

CURRICULUM

There was general acceptance of the curriculum action objectives as evidenced by a high approval ratio. Specific recommendations are as follows:

- There was general agreement that prekindergarten education should not be mandatory and that extreme care be taken in setting up model programs which should include consideration of the physical health and mental health of the children.
- Preservice and in-service programs should be instituted to provide personnel with the necessary background to adequately serve new programs. New programs must not be started before an adequate training program is completed.
- There was general agreement that many new learning options be examined, tested, and implemented. Such options as independent learning, programmed or computer assisted instruction, learning centers, and inquiry training are the key to the goal of individualized instruction for all pupils.
- There was a consensus that ethnic studies courses are needed but care should be taken to emphasize unity rather than differences. The purpose of ethnic studies should be to build better understanding between different racial and ethnic groups.
- There was general agreement that drug and alcohol abuse education programs suffer from a lack of adequate teacher preparation programs in the field. This lack should be corrected before a large scale drug abuse curriculum addition is made.

PROFESSIONAL PREPARATION, CERTIFICATION, RETRAINING, AND RELATIONS

Fourteen workshops considered the action objectives in this section. While workshops generally agreed with the objectives, the following questions and observations were made:

- Screening a professional candidate's attitudes is difficult without defining what attitudes a teacher should possess.
- The role of the university with regard to providing aspiring teachers classroom experience must be clarified.
- There should be greater emphasis on counseling for professional candidates.
- Concern was expressed for proper selection of teacher candidates, however, there exists a fear of State control over standards.

- The proposal requiring that university faculty responsible for professional training teach periodically at the primary or secondary level elicited the following reaction: (a) the proposal may not be practical, (b) some university faculty members may not be certified, (c) such experience can be achieved in other ways.
- The proposal that superintendents and principals teach periodically evenly divided the workshop participants.
- Most favored the adoption of the "master teacher" concept. However, there was some question as to how the master teacher would be selected and what impact he would have on the normal evaluative responsibilities of local school administrators.
- A majority of participants accepted the idea of more meaningful in-service training.
- Most participants accepted the objectives relating to professional relations and development. The fact that the elements of a collective bargaining act were not specified was criticized by some groups.

PUPIL SERVICES

There was strong acceptance of the Pupil Services objectives. Some dissent was evident, but there was more questioning of the meaning and intent of the objectives than rejection.

Relating to objectives dealing with bilingual students, the following comments were made:

- Reduce the ratio of counselors for non-English-speaking students to that of the one recommended for English-speaking students.
- Include the importance of all languages, as well as Spanish.
- Bilingual counselors should be provided at all levels, K-12.
- A culture-free test may not be possible. More than one test instrument should be developed.

Relative to the objectives dealing with the Pupil Services specialist, Pupil Personnel Services team, Pupil Services Center and certification, most comments concerned lack of definition of these terms.

STUDENT RIGHTS

Twenty-two workshops considered the question of student rights. There was general agreement that a statewide policy on student rights should be adopted.

This consensus was not without reservations, questions, and additional recommendations. Recommendations were:

- Rather than adopt a statewide policy on student rights, adopt statewide guidelines on student rights which would allow for flexibility at the local district level where the policy will ultimately be shaped and adopted. Local school boards would then be required to adopt a policy consistent with the statewide guidelines.
- The committee which draws up the guidelines must be geographically representative of the State.
- At the local school district level, students should comprise a majority of a committee charged with the responsibility of writing and adopting a student rights policy.
- Such guidelines must include provisions for due process.
- Student government should be democratic in design, and it should be treated by school administrators and teachers as a democratic structure.
- Students should be represented on such local advisory committees which effect the operation of the schools.
- Once a policy on student rights and responsibilities is adopted, it should be distributed to every student in the State and to their parents as well.

CONFERENCE EVALUATION RESULTS

Five hundred and eighty-two persons (who classified themselves in the following manner) responded to an evaluation form which was distributed to each participant. Following are the results:

83	(14%) PARENT	113	(20%) SCHOOL ADMINISTRATOR
52	(9%) STUDENT		
118	(20%) TEACHER	28	(5%) UNIVERSITY STAFF MEMBER
54	(9%) CONCERNED CITIZEN		
35	(6%) SCHOOL BOARD MEMBER	99	(17%) OTHER

1. Which three categories of action objectives do you feel should receive the *highest* and *lowest* priorities?

	HIGHEST	LOWEST
a. Statewide Accountability	210	135
b. Equal Educational Opportunity	288	41
c. School Governance	83	196
d. School Finance	276	62
e. School Reorganization	107	204
f. The Curriculum	243	59
g. Professional Preparation, Certification, and Relations With School Boards	213	90
h. Pupil Services	106	162
i. Student Rights	88	192

2. Can you support the content of the document as a framework for Illinois education in the 1970's?

a. Yes, with enthusiasm	142
b. Yes, but with a few reservations	282
c. Yes, but only if the following changes are made (use Comment Section)	85
d. No	36

3. Would you be willing to participate in forming an action committee designed to assist in implementing a statewide plan?

Yes 444 No 23 Undecided 82

4. Do you feel that the Office of the Superintendent of Public Instruction sincerely wants to "hear the people"?

Yes 476 No 18 Undecided 68

5. Do you feel that the Office of the Superintendent of Public Instruction should take a larger share of leadership in improving public education in Illinois?

Yes 480 No 24 Undecided 53

6. Do you feel that the Office of the Superintendent of Public Instruction has provided sufficient opportunity for the public to be heard?

Yes 291 No 153 Undecided 110

7. Do you feel that the Office of the Superintendent of Public Instruction has clearly indicated its commitment for constructive change?

Yes 457 No 31 Undecided 68

A general session reconvened on Sunday morning for all participants at 10 a.m. Although attendance was expected to be smaller, due to the day and the hour, this did not prove to be the case. Thus, it was again demonstrated that the participants considered their task important.

Staff members who prepared section summaries were scheduled to make verbal presentations in the morning session. Many participants who strongly advocated particular points of view apparently believed that while they had ample opportunity to express their opinions to their workshops, they had not been able to address their views to the group as a whole. With adjournment scheduled in two hours, the pressure to be heard mounted.

First expressions of discontent were heard in response to the results of the evaluation form, although this form recorded the opinions of the participants themselves and not those of the Office of the Superintendent of Public Instruction. Questions were raised as to the future of the document and what would eventually become of it. One participant

said that the entire process was a manipulative farce. At that point, Superintendent Bakalis responded with the following remarks:

> Perhaps many of you have serious doubts about our credibility—about what we're doing. That's okay. We are in a process which is untried. Keep in mind as you make comments and criticisms that you have an opportunity to do so. . . Of course there are differences of opinion on emotional issues. You don't have to believe me by my rhetoric. Just watch and see what we do. Watch the document and look for change. I've seen that this is a complicated, complex kind of document that will take longer to move than I had thought. . . We haven't had time to talk about that. We will let you know. If years are necessary, we will do that to get the kind of input necessary. I am troubled by the lack of faith in each other. If you are such men and women of little faith, why are you here? I don't have to be defensive about asking people to plan education for the people of the State of Illinois. Those same critics who jump up now will say we had no chance to participate. They will be critical of everything unless it is their plan.[11]

Following this, a general settling occurred. The presentations continued and while some participants still addressed themselves to subjects other than those which were at hand, the remaining comments were to the point and constructive.

Had more time been available, an opportunity might have been provided for all opinions to be heard. However, the problem faced by the conference was a shortage of time.

The Superintendent closed the conference at 2 p.m.—two hours beyond the scheduled closing time.

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[11] (Superintendent Bakalis' remarks as transcribed by the secretary who officially recorded the proceedings on Sunday, September 26, 1971.)

Chapter Five
Reactions to the Chicago Conference

Most written comments to the evaluation form were supportive, but many were skeptical. Some participants saw the procedure as a move by the Superintendent's office to take control away from local school districts and place it in the State's hands.

One school administrator said:

"Too many of the proposals initiate action at the State Office level rather than at the local level. Many of the proposals appear to be a power-grab by the State Office and a direct contradiction of the demands by communities for control of their schools."

Another administrator added:

"The overall concept of local autonomy is being threatened here. We are moving toward too much regulation at the State level and loss of local determination of education."

Most people at the conference, however, did not view the process as a threat although some considered parts of the document and certain ideas faulty.

One participant voiced his concern about the projected years in which some of the ideas were scheduled for completion:

"I object to the dates set to do certain things. I think it should go much slower. It will be difficult to do some of the things by the time goals have been set. I am afraid it might be turned down."

Another respondent voiced cynicism:

"When my sister was in kindergarten, she came home complaining that the teacher was wasting the student's time by asking them what they wanted to do during the day's 'planning time' when the teacher had all the plans made already. This has been nothing more than a clever 'planning time' for adults."

School finance was important to many participants, especially parents, who had watched the dollars flow from their pockets into schools for several years.

Said one parent about the plan:

"This is a start, but only a start. Money was overlooked in the draft. The items need much further investigation and evaluation as to all of the ramifications and effects on the system and the cost of education. I don't believe I can afford this package."

One participant thought the new Superintendent was moving ahead too fast:

"The administration needs to prove itself in practical management to build confidence before mounting the white charger."

Other comments included:

A parent:

To my mind, the most important thing for which we should work is to treat children as people.

University staff member:

Please do not delude yourselves with the idea that education is too important to be left exclusively to the educators. Anyone who has seriously studied education and the institutionalized system of education and educational policy-making that exists knows that education never has been left exclusively to the educators. When the highest policy-making body for education is the State Legislature, how can anyone conclude that education is left exclusively to educators . . . educators need to become more politically knowledgeable and active.

Student:

The public education system of Illinois needs to change drastically, and the concerned people of the State are crying for it. We now have been given a chance to change this system—let's use it; constructively and virtuously, and without backing down under 'shifty-eyed' pressures of 'shoe-boxes' and 'racetrack stocks', nor give in to Machiavellian urges!

Teacher:

I feel the document as written is very wordy and redundant on several occasions, two instances being with special education and money appropriations. For education to be more meaningful, a more radical approach must be taken; we are still 25-50 years behind. With all the proposed legislation, and impossible legislation referring to solving racial prejudice, I can't see where the Office of the Superintendent of Public Instruction can do much but have a list of unrealistic ideals. I teach in a private school and am concerned with my counterpart in public education—we need the support of each other—maybe we ought to think of adult education more, as well as concentrate on children's education.

Student:

Education is to prepare a person to make intelligent decisions

about his life. Young people should be free to learn in a creative way in an atmosphere which is sensitive to the student's needs and goals. I have a great respect for the sensitivity and perception of children and I am a firm proponent of the theory of getting out of their way.

Private educational firm executive:

Just want to say that I have heard at least five fairly 'high-level-position' people say that the conference is ridiculous—that all the plans are predetermined—that inputs of the conference will be lost—that Bakalis is just looking for a higher political office. Like to add that I don't believe that the above is true—I certainly hope it isn't. Time will tell about the worth of the conference—so far it looks great!

But perhaps the most frequent responses to the conference resembled reactions to the earlier hearings. Many people had their first chance to directly confront the individuals who make policy decisions about schools, and had the opportunity to tell them what changes needed to be made. And their ideas and opinions were heard.

One student participant briefly expressed what was apparently the feeling of many:

"Wonderful. Dr. Bakalis, you may be hunting bear with a switch blade, but you have me and many others behind you with a shotgun."

Newspaper, television, and radio reporters covered the conference. Bakalis gave three news conferences. In addition to written releases, a video presentation was prepared including footage of the conference in action, Dr. Bakalis, and an explanation of the goals and purposes of the event. A copy of the film *A Call To Action* also was made available to the stations. Nineteen television stations in all areas of the State used either the conference highlights or *A Call To Action* or both. Several stations expressed interest in scheduling the latter in special education-oriented programs at a later date.

In the days following the conference, the press reviewed the activities. Samples of reactions are:

Illinois State Register:

Michael J. Bakalis and the staff of the State Office of the Superintendent of Public Instruction have cause for great rejoicing this week.

The project on which they worked for months seems to have been a success: The education conference held in Chicago last weekend.

Not only did the gathering attract quite a throng, about a thousand people, but they were vocal and concerned about education. They worked almost nonstop all day Saturday, talking about the goals and priorities of public education in the 1970s. Some of them showed up again Sunday morning to look at a compilation of the results of Saturday's discussions, and some even said they'd be willing to attend another, lengthier conference.

A majority of those who filled out a questionnaire said they believe Bakalis and his staffers are sincere in their declarations of wanting to hear from the people. . . And they lent substantial support to the booklet *Action Goals* as a framework for public education in Illinois for the next decade. . .

. . . Surprisingly, the section that would require desegregation by 1974 caused hardly a ripple. Bakalis expected it to be controversial.

There were reservations: How would these programs be paid for, and where would the qualified personnel come from? Some said the suggested legislation would run into interference in the legislature.

Although Bakalis had made elaborate disclaimers that the Office of the Superintendent of Public Instruction did not want to impose a plan on the people and wanted it instead to be a 'people's plan,' there were skeptics on this point. A woman asked Sunday morning what the Office of the Superintendent of Public Instruction is 'working up to,' with the conference and the *Action Goals* booklet. Bakalis, angry but retaining his composure, said he was disturbed at this 'lack of faith,' and told her not to believe his rhetoric but 'watch and see what we do.'

. . . The Sunday morning session at which the results of Saturday's workshops were discussed, provided a forum for spokesmen for interest groups, like Pearl for the students, Fletcher for the parents and Norma Rodriquez of the Chicago Latinos (Spanish-speaking people). Others who came to speak at the 10 a.m. session had special causes to espouse. Several persons spoke dramatically in opposition to parochiaid (state aid to private schools). A Northwestern University student outlined his idea for providing every citizen with a crib-to-grave 'education credit card' which would allow the government to spend money on education more efficiently. . . One person decried 'the lack of content in the curriculum section' and asked the Office of the Superintendent of Public Instruction to call another conference dealing strictly with curriculum. . .[12]

[12] *Illinois State Register*, Springfield, Illinois, September 28, 1971.

The Courier:

A three-day conference on education in Illinois ended Sunday with the general feeling among all participants that a rocky road lies ahead before educational goals and priorities can be selected and implemented.

Opposition to a document of priorities and objectives is expected from many sources. This was illustrated at a final evaluation meeting in which a handful of delegates attempted to read into the record individual minority reports.

Although Bakalis characterized many of the dissenters as persons lacking faith or opposed to any type of change, he conceded that additional steps would be taken in an attempt to take into account the many viewpoints expressed at the conference. . .

. . . Bakalis said he will continue with his plans to form a statewide educational alliance to lobby and engage in the political process to the extent necessary to implement the final document.[13]

Decatur Herald:

The recent Illinois Conference on Education is a good example of the extreme difficulties encountered when an elected public official attempts to involve the people in the policy and decision-making processes of his office.

State Superintendent of Public Instruction Michael Bakalis attempted to do so by, initially, sponsoring six meetings throughout the state to hear what people thought ought to be the goals and priorities for Illinois schools in this decade.

Then, Mr. Bakalis' staff grouped these grassroots recommendations into nine major areas and, on their own initiative, suggested courses of action—legislation, policy changes—to realize them.

This preliminary document was presented to a conference of delegates—anyone in the state was eligible—who were given the task of reviewing, endorsing or revising the recommendations.

This having been accomplished, Mr. Bakalis plans to revise the preliminary draft, submit it to 12 regional advisory committees for additional input and then have his staff write a final document.

There were numerous criticisms of these procedures.

[13] *The Courier,* Champaign-Urbana, Illinois, September 28, 1971.

First, it was said there were not enough statewide hearings. Indeed, there were only six hearings and the southern part of the state was slighted.

However, the hearings lasted all day and most of the evening to accommodate any work schedule. The only limiting factor was the initiative of the people to take the time to travel to the hearings.

Second, the conference was criticized because of its location, cost and composition. Many people would have preferred the location to be a city in the middle of the state, to equalize travel distance.

The limiting factor here is that not many downstate facilities are capable of handling more than a thousand people for such a conference. However, we agree that something might have been worked out.

Many critics said the total individual cost of the conference, about $100, kept many people away. Granted, but how else pay for it? Certainly not with state funds.

We must give Mr. Bakalis credit for persuading several large businesses to provide funds to pay the attendance costs of poorer delegates who otherwise would not have been able to attend.

As it turned out, the conference could not have been any more representative if delegates had been elected; it may have been more representative.

The intriguing factor was that, with the exception of scheduling and money, anyone was eligible to be a delegate.

Finally, many delegates believed they should have been able to write their own documents and not been limited to changing the preliminary draft.

This would have required weeks, not days, and the corresponding increased costs would have effectively eliminated as delegates anyone except those who are financially independent.

Also, the preliminary draft, in large part, represented the views of thousands of citizens who would not like to see their ideas discarded by 809 fellow citizens.

That part of the preliminary draft contributed by Superintendent Bakalis and his staff is also legitimate. Public officials are elected to make policy.

In summary, the way in which Superintendent Bakalis attempted to involve the people in the work of his office was a unique effort, honestly made and with all its faults, very successful.

Until someone else comes up with a better way, we have to give Mr. Bakalis an A for effort.[14]

[14] *Decatur Herald,* Decatur, Illinois, September 28, 1971.

Chapter Six
From the Conference to the Final Draft

The advance work on the hearings and conference was extensive. After the conference, the 131-page document had to be rewritten in accordance with the suggestions of conference participants.

Written comments were later submitted by mail by the conference participants. All recorders' forms were reexamined. Professional staff members submitted further suggestions for improvement of the draft document.

Several other developments occurred as a result of the conference. On November 10, the Association of Suburban Conferences held a discussion session on the first draft of the *Action Goals for the '70s.* The association, composed of superintendents of secondary school districts in suburban Cook County, requested the meeting. The agenda of the discussion session was similar to the conference in September with professional staff members of the Office of the Superintendent of Public Instruction leading small discussion groups. The discussion centered on local versus State control.

On January 31, 1972, a second regional conference was held to discuss the draft document. School district superintendents from eastern Illinois, representatives of the College of Education of Eastern Illinois University, and staff members of the Office of the Superintendent of Public Instruction met in Charleston.

In accordance with the Equal Educational Opportunity Section of the first draft, and because conference participants assigned highest priority to that section on November 22, 1971, Bakalis announced his desegregation guidelines. Portions of his address follow:

> Since entering office in January, I have dedicated my administration to the goal of equal access to quality education for all citizens throughout their lives. Today, I have taken what I consider to be a major step in moving toward a realization of that goal.
>
> Under my instruction, the Legal Division of the Office of the Superintendent of Public Instruction, has today filed with the Illinois Secretary of State, rules establishing requirements and procedures for the elimination and prevention of racial segregation in Illinois schools.
>
> Racial segregation exists in our schools. It is a principal factor in denying equal access to quality education, and we are committed to its eradication on educational, moral, and legal grounds.

More than seventeen years ago, the United States Supreme Court said:

'. . . In the field of Public Educaton, the doctrine of 'separate but equal' has no place. Separate educational facilities are inherently unequal.'

And here in Illinois, in 1963, the State Legislature through the Armstrong Act committed us 'as soon as practicable' to the 'prevention of segregation and the elimination of separation of children in public schools because of color, race, or nationality.'

It is to this, a strict enforcement of the 1954 Supreme Court Decision and the 1963 Armstrong Act that the newly created administrative procedures address themselves.

And I must stress that these are general regulations—not a specific State imposed plan for desegregation advocating any one single method to achieve racial desegregation for the entire State.

Each locality, each school district faces different problems and a solution workable in one community might fail in another.

With this in mind, my Legal Division, Department of Equal Educational Opportunity, and its Citizen Advisory Council met to establish flexible guidelines which would allow each individual school district to create a plan for desegregation tailored to the specific problems and needs of that district. A plan which, of course, adheres to the guidelines and is subject to approval by my office.

It has been seventeen years since the Supreme Court decision, eight years since the passage of the Armstrong Act, and our performance has not matched our promise. Our procastination has caused us to pay a steep price both educationally and socially.

But the time has come to stop the waste of human potential. The time has come to provide equal access to quality education. The time has come to open the doors of education, and thereby entrance into the mainstream of American life for all children.

The time has come—now.

Revision of the first draft of the conference document continued throughout autumn and early part of 1972. By February 1, a second draft of the document was completed reflecting changes recommended at the conference and in subsequent discussion meetings.

Because of the continuing public involvement, major changes evolved between the first and second drafts.

- In most cases "child" was changed to "person" or "learner" because of the Constitutional mandate that we be concerned with educational development of all persons. This correction was suggested by a number of conference participants and a number of adult education organizations.
- The *Introduction* of the second draft said the document was not to be regarded as a master plan which is carved in stone. A plan for continuous public review was outlined.
- The revised *Introduction* also attempted to deal with the question of local control which was a topic of much heated discussion at the conference and in the press.
- In most cases where discrimination was discussed, avoiding discrimination by sex was added. Participants and groups interested in equality of the sexes suggested this change.

In addition to these general changes, forty-two other revisions were made in the action objectives among them:

- A substantive goal relating to experience in the democratic process and citizenship responsibilities was added as a result of reactions of large numbers of participants at the conference.
- The title of a chapter was changed from "A Statewide Accountability Program" to "Statewide Assessment Program," because of confusion surrounding the term "accountability."
- The introduction to the chapter on school finance was revised. The revised introduction explained recent court decisions such as the Serrano decision and developments in Illinois which make the need for reform of methods of financing the schools even more pressing.
- The title of the chapter "School Reorganization" was changed to "School Organization" because of reaction of participants at the conference. This reaction centered on desire to define quality education, to provide adequate funding, and to provide the type of school organization which facilitates a quality education.
- Because of concern of conference participants and others, the original action objective regarding school reorganization was deleted. In its place was a longer range objective which allowed greater flexibility in achieving optimum school organizational patterns.

- The objective on prekindergarten curriculum models was revised to include cooperative State and local planning because of the reaction of many conference participants and the official reactions of such groups as the Illinois Curriculum Council. An initial fear was that the office staff would develop and impose a single prekindergarten curriculum model on school districts.
- Many participants pointed out that the first substantive goal of Draft 1 dealt, in part, with mastery of reading skills. Yet Draft 1 did not include any specific objectives devoted to this goal. As a result, the "Right to Read" objective was added in Draft 2.
- An objective was added as a result of passage of the "Comprehensive Health Education Act." The State Office is mandated to implement the provisions of this act. Additionally, many participants felt attention to drug abuse alone was not sufficient in dealing with health problems.
- A Conservation and Environmental Education objective was added to correct an oversight in Draft 1. The last sentence of the introduction to the chapter referred to the need to deal with "such current and pressing issues as drug abuse and ecology." Draft 1 had no specific actions regarding ecology.
- The objective which would have required all administrators to teach was eliminated. Teachers, administrators, and others felt this objective would be unrealistic because of necessary logistics, costs, and program ineffectiveness.

Participants at the Chicago conference generally felt that the Office of Public Instruction needed to allow for additional public reviews of the draft.[15]. In order to provide further public reaction, members of the twelve regional Citizens Advisory Councils were invited to attend one of two working conferences on February 5, 1972, in Springfield and Chicago. Members of the Legislative Conference,[16] were invited to attend a similar conference on February 9, 1972, in Springfield for the same purpose. Copies of the second draft were sent in advance to each of the advisory group members.

Many of the issues and suggestions raised by the advisory groups were similar to those raised earlier. However, several significant proposals were made. Suggestions which provided the major direction for the development of the agenda contained in Part II of this publication are listed below:

- Recognizing that education is a total community function, numerous advisory council members suggested that there should

[15] See response to Item 6 on Conference Evaluation Form.
[16] The Legislative Conference is an advisory group composed of representatives from approximately 30 organizations which have an interest in educational issues.

be a goal dealing with favorable attitudes of parents and the community toward education.

- Several groups suggested that the term "citizenship responsibilities" should be clarified.
- The general reaction to the section dealing with assessment and accountability was that it remained very confusing. Groups suggested this part of the document should make very clear that current assessment methods are inadequate. They also suggested it was important that the section should describe how the assessment information would and would not be used.
- The need to clarify the term "quality, integrated education" was a frequent suggestion.
- Two objectives of "Draft 2" dealt with diagnosis and screening of preschool children. Several participants urged that the focus be changed from diagnosis and screening to "diagnosis, screening, prescriptive teaching."
- One section of the document called for assessing teaching candidates' performance and attitudes as a partial basis for certification. Several groups questioned whether attitudes could be assessed on an objective basis.
- A number of participants urged that guarantees of local control should be built into objectives dealing with the increased State and Federal role in financing the schools.

In addition to these specific proposals, other suggestions appeared in the records of the groups' deliberations.

- Several of the groups suggested the need for establishing priorities within the document. Some feared that *Action Goals* might promise more than could be accomplished.
- Encouragement of local school district flexibility and innovation should be fostered by the Office of the Superintendent of Public Instruction. The document should not point toward a "statewide model" or "program." Rather the document should encourage the development of alternate models.
- Several groups warned that specifying goals and objectives, if carelessly done, could inhibit flexibility.
- Many participants identified a need for involvement and advice of local districts in implementing the action objectives.

In order to implement the program which *Action Goals for the 1970s* suggest, it was necessary for the Office of the Superintendent of Public Instruction to examine its own internal structure. The time

for such examination came when the budget was drawn up for Fiscal Year 1973 (July 1972-June 1973). Each program director within the office prepared a budget recommendation for his department based on the goals and priorities of the draft document.

Because many suggested action steps could be undertaken by the Office of the Superintendent of Public Instruction without enabling legislation, it was necessary to assure that appropriate departments be given adequate funds to carry out programs and that the funds available go first to those programs which were given a high priority by the people of Illinois. On this basis, the office budget for Fiscal Year 73 was allocated.

On February 17, 1972, the Superintendent of Public Instruction delivered the *First Annual State of Education Address* to the Illinois Education Association in Chicago. In this address, he discussed the four areas of concern which would be given the highest priorities by his office in 1972. They are:

- A redefinition of teacher certification standards.
- A redefinition of supervision and recognition standards.
- A thorough assessment of curriculum.
- Reform of school finance.

Bearing in mind that Bakalis had in December announced guidelines to enforce equal educational opportunity in the State, the announced priorities of the Office of the Superintendent of Public Instruction are in basic agreement with the educational priorities of the people of Illinois.[17]

In concluding his State of Education address, the Superintendent said:

> In 1972 then, the primary focus of my office's attention and energies will be on the four priority matters I have discussed briefly.
>
> A year from now I will report to the people on our progress in redefining certification standards, revising supervision and recognition standards, revising the curriculum and reforming school finance.
>
> Public education in Illinois is a vast enterprise, an enterprise involving the future well-being of two million students and 100,000 teachers, an enterprise in which all of us have a tremendous stake. Ours is a good school system. No experi-

[17] The reader is directed to the summary of the evaluation form which was completed by participants in the Conference in September. When asked to list their priorities, their combined response in the following order was:
1. Equal Educational Opportunity, 2. School Finance, 3. The Curriculum, 4. Professional Preparation, Certification, and Relations with School Boards, 5. Statewide Accountability.

ence with popular education in the history of the world can begin to compare with our own noble experiment. But because we are Americans and are what we are, we demand much of ourselves and our institutions. If there is a crisis in education, it is because our reach almost always exceeds our grasp, and that is nothing to be ashamed of. If there is a crisis in education, it is due to our persistent, intense, sometimes touching faith in the efficacy of popular education, and we need not be ashamed of that either. The crisis is really only a reminder that our work is not completed, that our work is never completed, that we must, as a people, seek out and rectify our educational weaknesses and build on our strengths and successes.

Action Goals for the Seventies was completed with the help of staff members of the Office of the Superintendent of Public Instruction in March 1972.

From the suggested action in the document, new plans for programs and services will be instituted and legislation will be submitted to the Illinois General Assembly.

At no time will the work be totally complete. But, when the recommendations are translated into action and legislation, the validity of all the preceding activities will be tested. For these activities have sought to prove the belief that change can indeed occur in public institutions, and in a planned manner, in full view of, and with support from, the people of the State of Illinois.

Introduction

This agenda is a call to action. The call was initiated by the people of Illinois in a series of public hearings across the State. It was refined by participants in the statewide conference on Educational Goals and Priorities, by many organizations with a compelling interest in education, by members of the twelve Citizens Advisory Councils of the Office of the Superintendent of Public Instruction; and by the office's Legislative Conference. Analysis of testimony at the hearings and the official records of the statewide conference and the Citizens Advisory Council conferences makes it clear that the people of Illinois are demanding educational reform.

Beyond demanding educational reform, Illinois citizens are demanding action in implementing that reform. These demands were consistently voiced at the hearings and at the conference.

It is hoped that this agenda will stimulate a commitment to more careful planning of our educational systems. For the first time in the history of the State the public has a genuine opportunity to have a continuing voice in educational decision making. This is bound to stimulate controversy. But more importantly, the strategy for involvement (i.e., the public hearings, the statewide conference, and the Advisory Council reviews and continuous public discussions of this document) includes mechanisms for airing controversy, resolving conflicts, and building a consensus regarding the direction education should take in the 1970s. Without such commitment and consensus, education in this State will continue to be aimless and fragmented.

Rationale for the Agenda

The unprecedented public involvement described in Part I—a significant departure from traditional methods—was prompted by several considerations. First, education is too important to be left exclusively to educators. Second, a heavily taxed public restive about the purposes and outcomes of education has an indisputable right to help chart the destiny of the school system. Third, the public has an inimitable ability for bringing to bear on the decision-making process new sensitivities and insights which too frequently are dismissed by professionals. Fourth, no significant and desired change in education is possible without broad public support.

No organization, including our vast system of public education, can long remain purposeful if in times of rapid change it is unwilling to, or incapable of, renewing itself. The capacity of public education to adapt and to meet unexpected challenges requires institutional vitality, flexibility, vision, and creativity. It may even involve taking risks

and occasionally making mistakes. It requires that the goals and objectives of education be *constantly* assessed and clarified to serve society's innermost convictions concerning the individual's worth and the importance of individual self-fulfillment. Thus, this agenda can never be regarded as a "Master Plan" which is cast in bronze. It will undergo periodic review and revision. Quarterly public hearings for this specific purpose will be held on a continuous basis.

Many have interpreted the content of the earlier drafts of this agenda as an attempt to centralize all power at the State level. This is not its purpose. Nor is it intended that every objective be mandated by the Office of the Superintendent of Public Instruction. For example, the objective, "By 1980, every school district in the State will have an individualized instruction program," should not be interpreted as a mandate by the State Office. Rather, it should be regarded as a worthy target toward which all concerned citizens should aim.

The overriding goal of *Action Goals* is to provide an action agenda which can strengthen local capability to deal with the educational challenges of this decade. Educational reform and renewal can come only through strengthening local school board, administrator, and teacher capability to become responsive to change. Certainly the agenda will be meaningless if local school communities do not discuss and plan for accomplishment of the objectives. No amount of State mandates will accomplish the missions of this document without local involvement and detailed, systematic local planning. The role of the Office of the Superintendent of Public Instruction is to provide the mechanisms for continuous discussion of educational renewal efforts and to stimulate and nurture the development of local capability to adapt to the unprecedented change of this and the next generation. In some cases, this stimulus comes from persuasion. In others, it means the development of statewide educational policy through such vehicles as recognition and supervision standards, rules and regulations, and certification standards.

It should be noted that this program has not been universally applauded. Certain matters considered here have evoked dissent, anger, and strenuous protest. Clearly, it is neither feasible nor in the best interest of Illinois school children to try to formulate a program filled with compromises to please everyone.

It would be easy to eliminate from consideration the so-called controversial issues: student rights, school desegregation, teacher training, professional negotiations, school district reorganization, and school finance. But these are the very issues that crowd the public agenda, issues begging for solutions, in the forseeable future, and as quickly as is practicable.

Difficult problems, of course, never yield to cheap and easy answers. But problems, painfully and emotionally charged as they may be, must be dealt with boldly and not be permitted to paralyze an essential forward movement toward educational excellence. So the principal function of continuing public involvement in discussing and revising this document is to clarify the mission of our schools and to charge the schools, the people they serve, and the people who serve them, to achieve the very best that is in them.

Format

The report is organized into two sections. First is a statement of substantive goals which specifies in broad language the desired eventual results of education. These goals are child or learner centered, long range in nature, and not locked into a specific time framework. Although the goals are not time specific, we should aim for their full accomplishment by 1980.

The second, and perhaps most important section, is a statement of *Action Objectives.* These objectives are program oriented, time specific, and product specific. This section summarizes in detail those specific actions which must be undertaken, and by whom and by what date, if the substantive goals are to be achieved.

This last section distinguishes that report from such efforts of the past. A report which only paints a dismal picture and predicts dire consequences is not useful. Such a report will languish and gather dust on library shelves. What is urgently needed is a program of action that will lead us to solutions, not simply to more problems. This statement of priority goals and objectives is thus a proposed action strategy for the decade of the 1970s.

Michael J. Bakalis
Superintendent of Public Instruction

ED 57

The Substantive Goals of Education

In order to establish a foundation for any action program for educational reform, the substantive goals of education in Illinois must be specified. The following section discusses these substantive, learner centered goals. These goals deal with the desired end products of education (behaviors of learners). The goal statements have resulted from analysis of the testimony presented at the public hearings and the Statewide Conference on Goals and Priorities and represent the principal substantive concerns of the witnesses and participants.

The substantive goals in this chapter are not listed in order of priority. Each one is regarded as being as important as every other goal. Secondly, the responsibility for achieving them rests with many human elements: parents, teachers, administrators, school board members, and students themselves.

GOAL: "THE EDUCATIONAL SYSTEM MUST PROVIDE OPPORTUNITIES WHICH HELP STUDENTS MASTER THE BASIC SKILLS OF READING, COMMUNICATION, COMPUTATION, AND PROBLEM SOLVING."

If the goal of "educational development of all persons to the limits of their capacities" is to be realized, the development of a high level of literacy and problem-solving skills must be a chief concern.

Testimony at the six public hearings revealed that (a) there is a high level of dissatisfaction with current instruction in the basic skills, and (b) the level of expectation of teachers, particularly those who teach children from minority- and low-income groups, is often too low. This leads to negative effects of the "self-fulfilling prophecy." If the teacher believes they can't learn, they often won't learn because of that teacher's low expectations.

In order for the individual to achieve full educational development, the school system must provide a variety of opportunities for each individual to master the basic skills of reading, listening, written and verbal communication, inquiry, analysis, generalization, and critical thinking.

GOAL: "THE EDUCATIONAL SYSTEM MUST PROVIDE AN ENVIRONMENT WHICH HELPS STUDENTS, PARENTS, AND OTHER COMMUNITY MEMBERS DEMONSTRATE A POSITIVE ATTITUDE TOWARD LEARNING."

The full educational development of individuals is impossible if education is not held foremost in the State's value structure.

While the testimony at the public hearings placed considerable emphasis on improving instruction in basic skills, even greater concern focused on the need to nurture the "joy of learning." The question of the 1950s was "Why can't Johnny read?" The question now seems to be "Why does Johnny hate school?" Witnesses emphasized that the often inflexible atmosphere of the schools is a major cause of social problems.

In order to foster statewide priority commitment to the educational process, attitudes toward learning must be favorable. If parents witness Johnny's apathy toward school, it is difficult for them to become excited. The reverse is also true. If parents are apathetic to the learning process, this will often be manifested by Johnny.

GOAL: "THE EDUCATIONAL SYSTEM MUST FOSTER A FEELING OF ADEQUACY AND SELF-WORTH ON THE PART OF ALL STUDENTS."

Inherent in this goal is the desire for humanizing education. "Humanized education" was perhaps the most repeated phrase throughout the hearings. A general opinion was that schools were hampering students' development of self-worth and adequacy. In order to humanize the educational process, the educational system must organize experiences that will result in persons believing in themselves, understanding mistakes, thinking well of others, and developing the realization that their own well-being depends upon the well-being of others.

GOAL: "THE EDUCATIONAL SYSTEM MUST PROVIDE OPPORTUNITIES FOR STUDENTS TO EXPRESS THE FULL EXTENT OF THEIR CREATIVITY."

This concept of creativity includes, but is much broader than, aesthetic creativity. The release of human potential can never be fully achieved until schools provide a wide range of opportunities encouraging creativity. Learners must be allowed to explore ideas and use their capabilities and creativity in solving problems for which there are no established answers.

GOAL: "THE EDUCATIONAL SYSTEM MUST PROVIDE EXPERIENCES WHICH HELP STUDENTS ADAPT TO A WORLD OF CHANGE."

The need to assist students in adapting to a world of unprecedented change received great attention at each of the public hearings. Witnesses said in order to adapt effectively to a world of change it was necessary to be able to cope with the rapid knowledge explosion. Testimony at the hearings revealed an intense desire for schools to prepare students to be continuing learners. Witnesses felt schools should assist students in developing the attitudes and skills needed to foster creative and critical thinking abilities rather than teaching knowledge that will shortly be obsolete.

The need for relevance in the curriculum formed a basis for much criticism of schools. There was general agreement that, too often, the educational system has not caught up with the unprecedented changes of recent decades. Many witnesses contended that until the educational system provides offerings that are relevant to the times, it will not be capable of helping students cope with the world of change.

GOAL: "THE EDUCATIONAL SYSTEM MUST PROVIDE AN ENVIRONMENT WHICH BRINGS ABOUT APPRECIATION FOR AND POSITIVE ATTITUDES TOWARD PERSONS AND CULTURES DIFFERENT FROM ONE'S OWN."

Many persons expressed fear that the education system may be fostering separatism rather than healthy attitudes toward our pluralistic society. More experiences are needed in the schools to foster opportunities to understand and appreciate the contributions of various cultural and ethnic groups, the problems of poverty, and respect for those with various degrees of intellectual competence.

GOAL: "THE EDUCATIONAL SYSTEM MUST PROVIDE EQUAL EDUCATIONAL OPPORTUNITIES FOR ALL."

The concept of equal educational opportunity includes but is broader than school desegregation. Disparities in financial support levels, inadequate attention to the needs of the handicapped and the gifted, and inadequate programs and services for American Indians, Spanish-speaking, and foreign-born learners all point to the need to bring about equal educational opportunities.

Equal educational opportunity requires that every person in the State receive a quality education. A public school system tainted by racism, monetary inequities, and poor teaching cannot claim to be of high quality. Such a system prevents the accomplishment of equal educational opportunity.

GOAL: "THE EDUCATIONAL SYSTEM MUST PROVIDE EVERY STUDENT WITH OPPORTUNITIES IN TRAINING FOR THE WORLD OF WORK."

The need for expanded opportunities in career education was one of the most dominant themes in the testimony presented at the public hearings. A career education system capable of serving all students, whether they are university bound or not, must be broadly conceived as a part of a redesigned total educational system. It must incorporate training for the world of work as one of its major purposes. Inherent in such a system must be such concepts as the ability to get along with

co-workers, promptness, and interest. The emphasis must go beyond vocational training or learning specific vocational skills in the traditional sense by incorporating favorable attitudes toward the world of work. It must encourage the responsibilities of being productive members of society, able to compete in the world of change.

GOAL: "THE EDUCATIONAL SYSTEM MUST PROVIDE EXPERIENCES WHICH RESULT IN HABITS AND ATTITUDES ASSOCIATED WITH CITIZENSHIP RESPONSIBILITIES."

The need for the educational system to provide students with direct experience in democratic processes was a frequent concern of the witnesses. Many felt that relying strictly on the civics textbook does not promote a healthy understanding and application of the responsibilities of citizenship. These responsibilities include respect for others' opinions and property, rational and informed discussion of issues, nonviolent approaches to resolving conflicts, and participation in democratic processes. Involvement of students in real-life democratic experiences was suggested as a necessary condition for developing respect and understanding of the basic tenets of American citizenship. It was suggested that an autocratic system inhibits the development of such respect and understanding.

Summary—

These goals can provide the basic framework for quality education. Once adopted, the goals can become the foundation for specific plans for educational reform, whether the plans are made at the local, regional, or State level.

61

Chapter One
Surveying Educational Progress

Citizens have come to expect honesty from their schools regarding educational results. From this, has risen the theme "Accountability." It is a curious term and is not clearly defined. Basically, it conveys the idea that educators must be responsible for communicating to the public the specific educational outcomes of their schools.

A simple parallel cannot be drawn between industry and the schools as to raw materials and end results as such a parallel dangerously ignores the individuality of each learner. There are difficult questions associated with accountability. But the demands that educational systems become more responsible for their results would indicate that accountability is here to stay. The question remains as to how to make it operational.

The term information system best describes the focus of this chapter. Current methods of measurement and assessment are inadequate. Affirmative action in developing and field testing methods for determining learners' achievements and attitudes is the first step. To attempt to hold anyone accountable on the basis of current measuring devices would be unfair.

Once having developed adequate models for determining our current position, local districts can adapt and implement the most appropriate models. The development of these improved assessment models will be a difficult process.

Linked with the need for development of improved and valid measurement devices, steps must be taken to develop techniques for identifying the impact of various factors such as classroom activities, social and environmental factors, and expenditure levels on outcomes.

After development of improved methods of assessment, local districts should be able to improve communications with parents, students, and concerned citizens regarding the needs, strengths, and weaknesses of the educational system.

The central goal of the objectives in this chapter is to improve the quality and quantity of information available for making educational decisions. The quality of those decisions will depend upon the quality of information used to make them. Thus, while some may interpret any assessment system as an attempt to place blame, this is not the intent of the objectives outlined in this chapter.

Action Objective # 1:

BY THE SPRING OF 1973, DEVELOP A PLAN FOR AN ANNUAL EVALUATION OF THE PROGRAMS OF THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION AND EDUCATIONAL SERVICE REGIONS.

Necessary Steps:

1. Specify goals and objectives of the Office of the Superintendent of Public Instruction and of Educational Service Regions by 1972.
2. Develop measures of program effectiveness by 1972-73.
3. Field test the evaluation of the Office of the Superintendent of Public Instruction and Educational Service Region by 1972-73.

Action Objective # 2:

BY THE FALL OF 1972, PLAN AND TEST A PRELIMINARY ASSESSMENT OF LEARNER NEEDS.

Necessary Steps:

1. Collect and categorize existing sources of information regarding learner needs, including the results of a pilot test to assess achievements and attitudes of a small sample of Illinois students.
2. Analyze other states' assessment programs.

Action Objective # 3:

BY THE SPRING OF 1973, PREPARE A PLAN FOR A PILOT PROGRAM TO ASSESS THE ATTITUDES AND ACHIEVEMENT OF LEARNERS IN ILLINOIS.

Necessary Steps:

1. Analyze the data from the preliminary assessment model for possible inclusion in a statewide model.
2. Develop and evaluate the assessment methods needed for a random sampling of 5% of the students of the State, stratified by geographic location, size of school, and level of financial support. At least two-thirds of the assessment techniques will be other than standardized, commercial tests. Other techniques could include personal observation by teachers and interviews with students, parents, community members, and administrators.
3. Revise assessment model based upon evaluation findings.

Action Objective # 4:

BY THE SPRING OF 1974, CONDUCT AND ANALYZE THE RESULTS OF THE PILOT STATEWIDE ASSESSMENT OF THE ATTITUDES AND ACHIEVEMENTS OF LEARNERS IN ILLINOIS.

Necessary Steps:

1. Collect information regarding achievements and attitudes of a stratified sample of 10% of the learners of the State. Such stratification will include financial support level, school size, geographic region, and type of school district. At least two-thirds of the techniques will be other than standardized, commercial tests.
2. Publish the results from the program.

Action Objective # 5:

BY THE SPRING OF 1975, CONDUCT EXPERIMENTS AND DEVELOP MODELS FOR ASSESSING EDUCATIONAL PROGRESS IN MEETING LEARNER NEEDS. SUCH MODELS WILL BE PROVIDED TO LOCAL DISTRICTS FOR THEIR ADAPTATION AND USE IN LOCAL EDUCATIONAL PLANNING.

Necessary Steps:

1. Select pilot school districts by 1972.
2. Collect current status information by 1973.
3. Beginning in 1973, local school districts will begin to develop educational improvement plans. These plans will include provisions for assessing attitudes and achievements as well as methods of identifying goals and objectives.

Chapter Two
Equal Educational Opportunities

One of the most frequently heard themes at the public hearings was the need to insure equal educational opportunity for all students regardless of their racial and cultural origins or their physical, mental, and learning handicaps. The victims of unequal educational opportunities, countless dropouts, functional illiterates, and unemployables are painful reminders of education's failures. Children who go through school knowing only people of their own racial, social, and economic backgrounds are likewise victims of deprivation. Their lack of contact with social diversity deprives them of opportunity to prepare for responsibilities of adulthood, citizenship, and leadership with a sense of understanding, sensitivity, and confidence. Systematic discrimination has long been an ugly and debilitating reality for *all* students.

As a consequence, equal educational opportunity in its broadest sense means providing programs and services which meet the needs of *every* student. Never should public education for some children be of a quality inferior to public education provided for other children. When inferior education is permitted, all of society becomes the victim.

Witnesses repeatedly reminded the panel that there can be no equal educational opportunity in Illinois as long as students are misplaced in classes for educationally handicapped and others are irretrievably relegated to "tracks" or ability groups. Nor can it exist when non-English-speaking students are not taught basic English skills, and students are subjected to testing devices which are culturally biased and inherently unfair.

Equal educational opportunity cannot be achieved merely by means of a physical process through which majority and minority group children attend the same schools. The physical process of desegregation is an essential component of equal education but in the meantime, we cannot deprive children of a quality education.

The Constitution of the State of Illinois declares that there shall be ". . . an efficient system of high quality public educational institutions and services." Furthermore, in Article X, public schools are charged with ". . . the educational development of *all* persons to the limits of their capacities." This is the framework within which equal educational opportunity must at once be understood and achieved.

Racial and Cultural Isolation

Action Objective # 1:

BY 1973, THERE WILL BE AN EFFECTIVE MEANS FOR PARENTS AND OTHER CITIZENS TO CHALLENGE LOCAL SCHOOL DISTRICT, EDUCA-

TIONAL SERVICE REGION, AND STATE EDUCATION OFFICE POLICIES AND PRACTICES WHICH DEPRIVE THEIR CHILDREN OF AN EQUAL OPPORTUNITY TO LEARN TO THE LIMITS OF THEIR CAPABILITIES.

Necessary Step:

The Department of Equal Educational Opportunity and the legal division of the Office of the Superintendent of Public Instruction will develop regulations and appeal procedures to implement the above objective. The development of such regulations and procedures will involve consultation with a cross section of interested parties.

Action Objective # 2:

BEGINNING IMMEDIATELY, ALL SCHOOL DISTRICTS IN ILLINOIS WILL TAKE APPROPRIATE STEPS TO COMPLY WITH *"RULES ESTABLISHING REQUIREMENTS AND PROCEDURES FOR THE ELIMINATION AND PREVENTION OF RACIAL SEGREGATION IN SCHOOLS."*

Necessary Steps:

1. Immediate efforts to recruit professional and nonprofessional staff from all racial and cultural groups in the Office of the Superintendent of Public Instruction and in every local school district should be made.
2. Every school authority shall adopt and maintain pupil assignment practices, and faculty and staff hiring and assignment policies, to eliminate and to prevent segregation in schools due to color, race, or nationality, and to provide all students an integrated education.
3. Any school authority receiving notification of noncompliance with the rules shall prepare a comprehensive plan to correct the specified deficiencies and achieve compliance, employing all methods that are educationally sound and administratively and economically feasible. Desegregation plans will be locally designed to meet local school needs, but will require approval of the Superintendent of Public Instruction for adoption.
4. All plans shall include specific proposals to insure that the integration process provides an effective learning environment for all children based upon mutual cultural and personal respect among all racial groups.
5. The Office of the Superintendent of Public Instruction will provide technical assistance to any school district which requests it during the development, implementation, or evaluation of desegregation plans.

6. The Superintendent may prepare and transmit to a school district a plan that conforms with the requirements, together with a directive requiring the school authority to implement such a plan, if he finds that the district has failed to adopt and implement an acceptable plan.
7. Upon a finding by the Superintendent of Public Instruction that a school authority has failed or refused to comply with the requirements of the rules, the Superintendent shall determine that school district is in a status of nonrecognition until such time as compliance has been achieved.

Action Objective # 3:

BY 1974, THE SUPERINTENDENT OF PUBLIC INSTRUCTION WILL DESIGN AND IMPLEMENT A COMPREHENSIVE REPORTING SYSTEM FOR SCHOOL DISTRICTS TO INSURE CONTINUED PROGRESS WITHIN EVERY DISTRICT TOWARD THE GOAL OF QUALITY, INTEGRATED EDUCATION FOR ALL CHILDREN.

Necessary Steps:

1. By 1972, a uniform system for reporting progress of local desegregation plans will be in operation.
2. All desegregation plans adopted by school districts will be subject to continuing review and evaluation by the school authority. Amendments to improve their effectiveness will be adopted and implemented on a continuing basis, subject to the review and approval of the Superintendent of Public Instruction.
3. By 1974, schools in which there is continued and consistent lack of achievement by groups of students discernible by racial or ethnic factors will be identified. The affected local school district board and staff will be required to assess the causes of such failure to eliminate them.
4. Based on the evaluation of efforts to enforce the Armstrong Act and concept of proportional assignment of teachers as explained in *Singleton et al. V. Jackson Municipal Separate School District et al.* determination will be made as to whether additional legislative authority is necessary.[1]

Action Objective # 4:

BY 1976, THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION WILL DEVELOP AND IMPLEMENT A PROGRAM OF LEGISLATION AND TECHNICAL ASSISTANCE TO FOSTER SCHOOL DISTRICTS' PROGRESS TOWARD QUALITY INTEGRATED EDUCATION FOR ALL CHILDREN.

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[1] Section 10-21.3. (Armstrong Act) Attendance units. To establish one or more attendance units within the district. As soon as practicable, and from time to time thereafter, *the board shall change or revise existing units or create new units in a manner which will take into consideration the prevention of segregation and the elimination of separation of children in public schools because of color, race, or nationality.* All records pertaining to the creation, alternation, or revision of attendance units shall be open to the public. (Amended by Act approved June 13, 1963.)

Necessary Steps:

1. By 1973, legislation that specifically prohibits institutional practices and conditions that create unequal academic achievements by groups will be passed. Such practices as inequitable ability grouping and teaching, inappropriate testing procedures, disparities in curriculum choices made available to minority students, and negative policies toward minority history and tradition will be prohibited.

2. Legislation that would specify practices and polices to encourage elimination of racial isolation, both within and between school districts, and offer financial incentives to help school districts institute such practices and policies will be introduced by 1975. Included in such legislation will be incentives for staff, faculty, and student exchanges between school districts that build in accordance with an approved racial balance plan. Also included will be adjustments of school district lines to create heterogeneous districts whenever ethnically homogeneous districts are contiguous and any other affirmative actions.

3. By 1976, there will be legislation to implement Article VII, Section (10) a, of the Constitution of the State of Illinois to encourage two or more school districts to merge selected or total functions to eliminate segregation of students according to race.

4. By 1974, all schools will have incorporated racial and cultural pluralism in all course offerings, recognizing that race relations is not a discrete problem area.

5. Begin immediately to encourage the development and use of individualized instruction programs by local school districts.

Action Objective # 5:

SCHOOL DISTRICTS WILL BY 1973 VOLUNTARILY PURCHASE TEXTBOOKS WHICH ACCURATELY DEPICT AND REFLECT THE DIVERSITY OF AMERICAN SOCIETY AND THE CONTRIBUTIONS OF VARIOUS RACIAL AND ETHNIC GROUPS.

Necessary Steps:

1. Develop State Education Office guidelines for textbooks.

2. Establish a multiracial committee to evaluate the guidelines and work with textbook publishers for the development of acceptable books.

3. Issue the guidelines to local school districts to encourage them to begin affirmative textbook selection and purchasing immediately.

Action Objective # 6:

BY 1973, LEGISLATION SHOULD BE PASSED TO RESTRICT MORE THAN A 5% DISPARITY IN PER PUPIL EXPENDITURES BETWEEN SCHOOLS OR AMONG SCHOOLS WITHIN THE SAME DISTRICT. THE DISTRICT WOULD BE PERMITTED TO EXCEED THE 5% LIMIT ON PROGRAMS FOR THE DISADVANTAGED AND FOR EXCEPTIONAL CHILDREN.

Services for Non-English-Speaking Students

Young people who cannot speak English are destined for almost certain failure in Illinois schools. In Illinois there are large numbers of students for whom English is a foreign language. The largest concentration of such students is in the State's Spanish-speaking community which numbers over one-half million.

Unfortunately, too many young people of this growing community are functionally illiterate in both English and Spanish. The dropout rate in the Spanish-speaking community is an astounding 70%. In many cases, schools have provided an unhealthy environment for children from non-English traditions. Professionals concede that instruments for measuring performance and aptitude of non-English-speaking students generally are invalid. There is a scarcity of bilingual and bicultural teachers, and almost no bilingual counselors, social workers, or school psychologists.

Techniques for teaching English as a second language are not widely understood and effective methods for measuring the success of such techniques have not been widely tried. Few Spanish-speaking students attend college, and their number in the professions is negligible. The public hearings drew much testimony concerning both the dearth of current programs for the non-English-speaking and the need to design innovative programs for these students.

Nor will all the needs of these children be adequately served when intensive classes in English as a second language are provided. Largely as a result of insights formed within the non-English-speaking or bilingual communities, six conditions have been identified which contribute to the hapless syndrome in which the non-English-speaking child finds himself.

First, the student does not know enough English to understand the concepts being taught in the classroom so he fails in his classwork. Second, when time is taken out of the school day to offer him intensive instruction in English, he slips behind in mathematics, science, and social studies; so he fails anyway.

Third, if in the process of learning English he is allowed to forget his first language, he suffers alienation from his home and ethnic identity with subsequent loss of pride in his heritage and depletion of the country's bilingual resources. Fourth, any success that he experiences while working with peers from the same ethnic and language background may not transfer when he has to associate with Anglo-Americans.

Fifth, even if Anglo-American children and teachers who have or develop the necessary empathy to work successfully with non-English-speaking children are included in the bilingual program, children and especially teachers outside the program, to whom the bilingual children must eventually relate, often lack the sensitivity required to deal successfully with children from divergent ethnic backgrounds no matter how well these latter speak English. And sixth, some parents place greater value on having their children work than on having them receive a high school diploma.

The Bilingual-Migrant Education Section recently created in the Office of the Superintendent of Public Instruction is intended to deal with these and related problems. The cooperation of citizen groups, State universities and colleges, the Department of Children and Family Services, the Department of Labor, the Illinois Migrant Council, the Spanish-Speaking Peoples Commission, and the General Assembly will be solicited to implement the following action objectives. The content of the objectives and steps listed below suggest the need for much greater commitment of financial resources to this critical problem area.

Action Objective # 1: Attitudinal Changes

ALL SCHOOLS WILL PROVIDE A POSITIVE LEARNING ENVIRONMENT FOR CHILDREN OF NON-ENGLISH-SPEAKING BACKGROUNDS. THESE CHILDREN SHOULD BE ENCOURAGED TO MAINTAIN AND IMPROVE THEIR LANGUAGE SKILLS IN BOTH ENGLISH AND THEIR HOME LANGUAGE. CULTURAL DIFFERENCES MUST BE RESPECTED AND DESTRUCTIVELY DISCRIMINATORY PRACTICES AVOIDED.

Necessary Steps:

1. By September 1972, no student who is not fluent in English will be placed in classes for retarded children without first being examined by a school psychologist who has an understanding of the child's culture and background.
2. Reliable diagnostic placement tests of English as a second language will be identified and field tested by July 1972.
3. If achievement tests to measure language growth of bilingual pupils are not found by 1972, they must be developed by 1975. Such tests will measure growth in the native language as well as English.

70

4. By July 1973, valid instruments, culturally appropriate, for measurement of intelligence and ability to achieve should be identified, otherwise, they should be developed by July 1975.

5. A questionnaire will be developed by 1973 for administration to parents, teachers, and students to evaluate whether the student's use of his home language has been inhibited or enhanced by classroom or school-directed attitudes.

6. By 1973, schools receiving State aid will not require payment of book rentals in those cases where the family is either poor or engaged in migratory agricultural work. Or, book rentals will be prorated. In no case will a migrant child be assessed book rental fees for a period of more than one month in advance of his attendance in the school.

7. A legal education program will be established for non-English-speaking students and their parents by June 1974.

8. By September 1973, the Office of the Superintendent of Public Instruction in cooperation with other state educational offices, will study the feasibility of establishing a system of migrant teachers. Such teachers would move with the migrant stream, and the accumulation of credits between the states would be permitted.

9. Culturally appropriate achievement tests for math, science, and social studies will be developed by July 1974 in cases where reliable instruments have not been identified.

10. By 1975, no student will be placed in classes for retarded children without first being examined by a school psychologist who speaks the child's native language.

Action Objective # 2: Teacher Training

TEACHERS OF STUDENTS WITH NON-ENGLISH BACKGROUNDS WILL BE TRAINED IN UNDERSTANDING THE STUDENTS' LANGUAGE AND CULTURAL BACKGROUND.

Necessary Steps:

1. By April 1972, a listing of bilingual teachers, counselors, and school psychologists will be compiled by the Office of the Superintendent of Public Instruction.

2. State teacher certification requirements for bilingual and migrant education will be reviewed and redefined by 1972.

3. State certification requirements for counselors and psychologists to serve non-English-speaking students will be reviewed and redefined by 1972.

4. By 1972, criteria affecting certification of bilingual/bicultural teacher aides will be reevaluated and redefined.

5. Teacher, counselor, and psychologist preparation programs will be evaluated by December 1972 in view of new State certification requirements.

6. By June 1973, a State bilingual curriculum materials library and audio-visual resource center open to teachers throughout the State, will be established by the Instructional Materials Center of the Office of the Superintendent of Public Instruction.

7. Faculties of universities and institutions of higher learning will, by September 1973, include specialists in the area of teaching English as a second language, bilingual education and the history and culture represented by our non-English-speaking residents.

8. Courses in Latin-American and/or Chicano studies will be established within at least one of the State's institutions of higher learning by September 1973.

9. By 1973, school districts containing 300 or more non-English-speaking students of the same language will provide a bilingual and bicultural counselor per 300 students for personal guidance, vocational education, and college preparatory counseling.

10. A teacher exchange program with other states which send migratory children to Illinois will be developed by the Office of the Superintendent of Public Instruction by September 1973.

11. By July 1972, attempt to establish uniform criteria for evaluating and accrediting foreign degrees in order to facilitate the use in the schools of persons who have earned degrees outside the United States.

12. A comprehensive preservice and in-service preparation program for local school districts involved in bilingual and migrant education is to be established by September 1973. The program, staffed by bilingual and bicultural education specialists, will be operated by the Office of the Superintendent of Public Instruction.

Action Objective # 3: Program

SCHOOLS WITH STUDENTS OF NON-ENGLISH-SPEAKING BACKGROUND WILL PROVIDE SPECIAL PROGRAMS TO MEET THEIR NEEDS.

Necessary Steps:

1. By September 1972, the State Education Office will provide consultative services to local schools interested in developing dropout prevention programs for the non-English-speaking.

2. State guidelines outlining eligibility requirements for migrant and bilingual programs will be published by April 1972.

3. By September 1972, most objectives for bilingual education, teaching English as a second language and migrant education programs administered by the State will be stated in measureable terms to provide a basis for evaluation.

4. All Illinois migrant programs will participate in the National Student Migration Record Transfer System by August 1972.

5. School districts will, by 1973, take a quarterly census of children of limited English-speaking ability *in* and *out* of school to assess the extent of language-related educational needs and determine eligibility for State and Federal aid.

6. By 1973, the Office of the Superintendent of Public Instruction will introduce legislation to require that schools with 20 or more non-English-speaking students of the same language group have a coordinator of bilingual education.

7. Each school district serving 200 or more non-English-speaking children will have a coordinator of bilingual education by September 1974.

8. By 1973, programs and materials for non-English-speaking students in vocational education classes or manpower training programs will be identified or developed by the State Department of Vocational Education and Rehabilitation and the Department of Labor.

9. Schools with fewer than 20 non-English-speaking students should provide special services, if necessary, in cooperation with other schools or school districts by September 1973.

Action Objective # 4: School-Community Relations

ALL AGENCIES AND ORGANIZATIONS IN ILLINOIS INVOLVED IN THE EDUCATION (PRESCHOOL THROUGH ADULT) OF THE NON-ENGLISH-SPEAKING WILL HAVE A WELL-ESTABLISHED MEANS OF COMMUNICATION AND COORDINATION THROUGH THE USE OF INTERAGENCY COMMITTEES AND ADVISORY COUNCILS.

Necessary Steps:

1. An interagency coordinating committee representing all agencies and organizations involved in the education (preschool through adult) of the non-English-speaking will be established by December 1971.

2. By 1972, a State advisory council for bilingual education will be established.
3. School advisory councils will, by 1975, reflect proportionate community representation and their members, both state and local, will be informed of their rights and obligations as council members. Translations of materials will be available.
4. An advisory board, constituted of migrants and settled out migrants, shall be established by 1972 under the Department of Children and Family Services. (All of the above-mentioned advisory councils shall be involved in the planning, implementation, and evaluation of the bilingual and migrant education programs.)

Action Objective # 5:

THE NUMBER OF NON-ENGLISH-SPEAKING GRADUATES COMPLETING HIGH SCHOOL WILL INCREASE SUBSTANTIALLY AND VOCATIONAL COUNSELING AND TRAINING WILL BE PROVIDED TO THOSE WHO WISH TO DISCONTINUE FORMAL SCHOOLING. COLLEGES AND UNIVERSITIES WILL SUBSTANTIALLY INCREASE ENROLLMENT OF NON-ENGLISH-SPEAKING STUDENTS.

Necessary Steps: Vocational and University

1. By September 1973, each State institution of higher learning will (1) accept at least 50 Latin-American high school graduates or dropouts who do not have the academic requirements for college entry, but have the potential for successful college participation, and (2) students from a non-English-speaking background who attend colleges should be provided with supportive services (counseling, tutoring, etc.) to insure their academic success.
2. All information on scholarship programs for students from non-English-speaking backgrounds, on both the State and the national levels, will be compiled and disseminated to each secondary school by 1973.
3. By 1973, the State will award at least 50 scholarships each year to students of non-English-speaking background.

Services for Exceptional Children

In Illinois, the challenge to educate all persons, including exceptional children, to the limit of their capacities is clear. At least 60,000 youngsters who need special education do not receive it. Of Illinois' three million students, 2.5% are educable mentally handicapped. Once in Educable Mentally Handicapped or Trainable Mentally Handicapped classes, 95% of the students are never transferred from them. These statistics indicate the challenge facing education in Illinois.

Many witnesses spoke of the educational problems of exceptional children including the scarcity of funds and facilities, the shortage of special education teachers, the failure of preservice and in-service training to sensitize all professional educators to the problems of exceptional children, and the inadequacy of current programs to prepare students for a useful and productive life after graduation. Finally, testing and evaluation procedures of children identified as exceptional must be thoroughly reviewed so as not to penalize minority or low socio-economic children by precipitous referral and placement into special classes. In order to deal with these issues, a firm goal must be that of integrating handicapped children into the mainstream of "regular" education wherever possible.

Action Objective # 1:

BY 1973, A PORTION OF THE IN-SERVICE TRAINING PROGRAMS PROPOSED IN THE PROFESSIONAL RETRAINING SECTION OF THIS DOCUMENT WILL BE DEVOTED TO THE EDUCATIONAL PROBLEMS OF HANDICAPPED AND GIFTED CHILDREN.

Necessary Step:

Develop local plans for in-service training.

Action Objective # 2:

BY THE 1974-75 SCHOOL YEAR, DEVELOP SERVICE TO HANDICAPPED AND GIFTED CHILDREN TO ASSURE EACH CHILD EDUCATIONAL PROGRAMMING APPROPRIATE TO HIS NEEDS.

Necessary Steps:

1. By 1973, revise Rules and Regulations for Special Education in cooperation with local public school personnel. Include specific penalties for various degrees of noncompliance.
2. Develop plans which detail cooperative efforts of public schools and all other agencies, including the medical community, to provide a continuum of services for the handicapped extending beyond the age of 21.
3. In cooperation with local public school personnel, develop, field test, revise, and implement an evaluation of the effectiveness of each special education program by the 1973-74 school year.
4. Complete cost studies of special education by 1973, and recommend legislation by 1974 to have the State support the actual excess cost of educating exceptional children.

5. Provide for adequate administrative organization of special education programs by 1974.

6. By 1974, unique programs which cannot be provided within local school programs such as those for the deaf, blind, and multiply handicapped will be delineated; and legislative provisions for regional educational cooperatives will be established to serve their needs.

Action Objective # 3:

BY 1975, DEVELOP IMPROVED PROCEDURES AND TECHNIQUES FOR THE IDENTIFICATION, DIAGNOSIS, AND PRESCRIPTIVE TEACHING OF EXCEPTIONAL PREKINDERGARTEN CHILDREN.

Necessary Steps:

1. Establish an interagency planning council for early diagnosis and prescription.

2. Establish guidelines for development of educational diagnostic and prescription service centers by 1973.

3. Propose legislation to fund construction and staffing of regional diagnostic and prescription centers by 1973.

4. Determine procedures for screening, diagnosis, and prescriptive teaching of children with learning disabilities by 1973.

5. By 1974, outline procedures of information storage, retrieval, and dissemination for each child diagnosed. The purpose of such procedures should be maximization of quality services to each child.

6. Disseminate information to local school districts relative to role of the Office of the Superintendent of Public Instruction in educational diagnosis and prescriptive teaching of preschool children during 1972-75.

7. Disseminate diagnostic profiles of children tested to local school districts accompanied by an educational prescription for remediation of all identified learning disabilities by 1975.

Action Objective # 4:

BY 1975, ALL PROFESSIONAL PREPARATION PROGRAMS WILL INCLUDE EXPERIENCES TO SENSITIZE THE PROSPECTIVE TEACHER TO THE EDUCATIONAL PROBLEMS OF ALL CHILDREN INCLUDING THOSE CLASSIFIED AS EXCEPTIONAL.

Necessary Steps:

1. All professional preparation programs will include course work and/or experiences which result in awareness and sensitivity to the needs of all handicapped, disadvantaged, and gifted children. Program revisons will be made by 1973.
2. All such special course work in Step # 1 will emphasize identification and proper referral of children of an exceptional nature.
3. Teacher certification requirements will be revised by 1974.

Action Objective # 5:

BY 1975, A MANDATORY PROGRAM OF PERIODIC TESTING AND EXAMINATION OF STUDENTS CLASSIFIED AS HANDICAPPED WILL BE INSTITUTED BY THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION IN COOPERATION WITH UNIVERSITIES AND LOCAL SCHOOL DSTRICTS.

Necessary Steps:

1. Appropriate tests will be developed or identified and disseminated by 1974.
2. A local school district screening or staffing committee will be established to schedule and administer examinations.

Action Objective # 6:

BY 1976, TRAIN 5,000 PERSONS TO TEACH HANDICAPPED PRESCHOOL CHILDREN, STUDENTS WITH LEARNING DISABILITIES, SOCIAL AND/OR EMOTIONAL DISORDERS AND HEARING DISORDERS, AND STUDENTS DIAGNOSED AS MENTALLY RETARDED.

Necessary Steps:

1. Begin a recruitment program for special education teachers, including recruitment of candidates with handicapping conditions by 1972.
2. By 1972, scholarship programs for aspiring special educators, with highest priorities given to new teachers of the emotionally disturbed, the mentally retarded, students with learning disabilities, and preschool handicapped children.

Action Objective # 7:

PARENTS WHOSE CHILDREN ARE RECOMMENDED FOR SPECIAL CLASSES FOR THE HANDICAPPED WILL HAVE ACCESS TO ALL INFORMATION PERTAINING TO SUCH RECOMMENDATIONS AND WILL BE GIVEN THE RIGHT TO A HEARING AND APPEAL.

Necessary Step:

Develop guidelines for appeal procedures which include methods which do not discriminate against the poor.

Chapter Three
School Governance

Testimony at the hearings dramatized the fact that people, especially the poor and disadvantaged, are isolated from the educational decision-making process. Repeatedly, citizens reported that educational decision makers were too remote to be receptive to community needs. Communications efforts on the part of educators and school boards were too often deficient, misdirected, and neglected important audiences. The educational community often does not effectively work with the total community.

Findings of the *Educational Program Survey* conducted by the Office of the Superintendent of Public Instruction substantiated these concerns. The *Program Survey* reveals that in the 1970-71 school year only one-third of the school districts in the State had a community advisory council.

To alleviate this isolation many witnesses urged that citizen advisory councils be established at the local school district and educational service region levels, and that the membership of such councils include parents, teachers, and students. The schools must reach beyond formal education and integrate available community resources into the educational process. Participation in governance by *all* relevant interest groups must be a primary concern in bringing about education reform. Inherent in this concept of widespread participation in governance is the necessity for establishing mechanisms to resolve conflicts before they reach the crisis stage. Unless this is done, the statewide support for education will remain inadequate and conflict-ridden.

Appealing Governance Policies

Action Objective # 1:

BY 1973, THERE WILL BE AN EFFECTIVE MEANS FOR PARENTS AND OTHER CITIZENS TO CHALLENGE LOCAL SCHOOL DISTRICT, EDUCATIONAL SERVICE REGION, OR STATE EDUCATION OFFICE POLICIES AND PRACTICES WHICH DEPRIVE THEIR CHILDREN OF AN EQUAL OPPORTUNITY TO LEARN TO THE LIMITS OF THEIR CAPACITIES.

Necessary Step:

The Department of Equal Educational Opportunity and the Division of Legal Services of the Office of the Superintendent of Public Instruction will develop regulations and appeals procedures to implement the above objective. The development of such regulations and procedures will involve consultation with a cross section of interested parties.

Local Governance

Action Objective # 1:

BY 1973, EXPERIMENTS IN NEW OR DIFFERENT METHODS OF SCHOOL GOVERNANCE WILL BE ESTABLISHED IN AT LEAST TWO LOCAL SCHOOL DISTRICTS.

Necessary Steps:

1. Guidelines for school governance experiments will be developed by the Office of the Superintendent of Public Instruction by 1972. An Advisory Council representative of students, teachers, administrators, parents, and concerned citizens will aid in the development of the guidelines.
2. Appropriation for school governance experiments by 1973.
3. Effective methods for the evaluation of the experiments will be established by the Office of the Superintendent of Public Instruction.
4. A report of findings will be disseminated to all school districts by 1974.

Action Objective # 2:

BY 1973, EVERY SCHOOL BOARD IN THE STATE WILL APPOINT LOCAL ADVISORY COUNCILS REPRESENTATIVE OF A CROSS SECTION OF THE COMMUNITY TO ADVISE THE SCHOOL BOARD ON MATTERS INCLUDING, BUT NOT LIMITED TO, EDUCATIONAL NEEDS AND CURRICULUM PLANNING.

Necessary Steps:

1. Develop guidelines for local advisory councils' roles and functions by 1972.
2. Initiate procedures for selecting representative membership by 1972.
3. Incorporate local advisory council requirements into State recognition standards by 1973.

Action Objective # 3:

BY 1973, EVERY SCHOOL BOARD IN THE STATE WILL INCLUDE A STUDENT REPRESENTATIVE OR REPRESENTATIVES WHO WILL SERVE IN AN ADVISORY, NONVOTING CAPACITY.

Necessary Steps:

1. Develop guidelines for selection, appointment, and role of the student representative or representatives by 1972.
2. Incorporate the requirement into recognition standards by 1973.
3. Appoint student representatives by 1973.

Action Objective # 4:

BY 1973, EACH SCHOOL BOARD WILL HAVE ESTABLISHED A FACULTY ADVISORY COUNCIL TO ADVISE THE BOARD ON SUCH ITEMS AS EDUCATIONAL NEEDS, CURRICULUM MATTERS, AND PERSONNEL POLICIES.

Necessary Steps:

1. By 1972, guidelines for the composition and functions of these councils will be established by a task force representative of teachers, students, administrators, board members, and interested citizens.
2. By 1973, faculty advisory councils composed of the districts' professional personnel will be appointed.

Action Objective # 5:

BY 1973, EACH SCHOOL BOARD IN THE STATE WILL CONDUCT PUBLIC HEARINGS ANNUALLY. THE PURPOSE OF THESE PUBLIC HEARINGS WILL BE TO PROVIDE AN OPPORTUNITY FOR ANY MEMBER OF THE SCHOOL AND GENERAL COMMUNITY TO DISCUSS EDUCATIONAL NEEDS AND GOALS OF THAT SCHOOL DISTRICT.

Necessary Step:

Incorporate public hearing procedures into the Office of the Superintendent of Public Instruction standards for State recognition of schools by 1973.

Action Objective # 6:

BY 1974, MEMBERS OF LOCAL SCHOOL BOARDS WILL BE SELECTED FROM GEOGRAPHIC SUBDIVISIONS OF SCHOOL DISTRICTS. SUCH ELECTION BOUNDARIES MUST BE IN ACCORD WITH THE "ONE MAN - ONE VOTE" PRINCIPLE.

Necessary Steps:

1. Introduce legislation which will implement the above objective by 1973.

2. By 1973, develop rules and regulations for election boundaries.
3. Hold such elections in 1974.

Action Objective # 7:

BY 1974, EXPERIMENTS IN URBAN LOCAL COMMUNITY CONTROL WILL HAVE BEEN CONDUCTED IN AT LEAST THREE URBAN SETTINGS IN THE STATE.

Necessary Steps:

1. Guidelines for community control experiments established by the Office of the Superintendent of Public Instruction, Department of Urban Education will be published by 1972.
2. Legislative appropriation for community control experiments will be made by 1972.
3. Conduct experiments in the 1972-73 school year.

Regional Governance

Action Objective # 1:

BY 1974, THE FUNCTIONS OF THE LOCAL SCHOOL DISTRICTS, EDUCATIONAL SERVICE REGIONS, AND THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION WILL BE MORE CLOSELY INTEGRATED AND COORDINATED.

Necessary Steps:

1. By 1973, gather data regarding optimum population base of educational service regions.
2. By 1973, appoint educational service region advisory councils to assist in developing long-range service plans for the region.
3. Identify by 1973, those functions of the educational service regions and the Office of the Superintendent of Public Instruction which need closer coordination.
4. By 1974, develop and approve long-range plans for educational service regions.

Statewide Governance

Action Objective # 1:

BY 1972, THE BOARD OF VOCATIONAL EDUCATION WILL BE PLACED DIRECTLY UNDER THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION.

Necessary Step:

Legislation will implement the above provision by 1972.

Action Objective # 2:

BY 1972, FORMAL MECHANISMS FOR APPEALING THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION ADMINISTRATIVE DECISIONS WILL BE ESTABLISHED.

Necessary Steps:

1. Study applicable case law and experience of other state education departments.
2. By 1972, the Legal Division of the Office of the Superintendent of Public Instruction will develop and implement the policy regarding appeal procedures.

Action Objective # 3:

BY 1973, ENFORCE *THE SCHOOL CODE OF ILLINOIS* REGULATIONS REGARDING PRIVATE INSTITUTIONS OF HIGHER EDUCATION TO EFFECTIVELY PROTECT CONSUMER INTERESTS.

Necessary Steps:

1. Conduct a survey of existing private institutions of a postsecondary character in Ilinois to evaluate their character and legality by 1972.
2. Initiate a careful screening of applications for the establishment of new postsecondary institutions to preclude those of a fraudulent character or those that will make a minimal contribution to the higher educational system of Illinois by 1972.
3. Require all private institutions of higher education to conform to the rules and regulations governing their activities, particularly in the offering of degrees, by 1973.

Action Objective # 4:

BY 1973, PROVIDE MEANS OF STUDENT AND FACULTY REPRESENTATION OR ESTABLISH STUDENT-FACULTY COMMITTEES TO SERVE ON GOVERNING BOARDS OF INSTITUTIONS OF HIGHER LEARNING.

Action Objective # 5:

BY 1974, A STATE BOARD OF EDUCATION WILL HAVE BEEN ESTABLISHED WITH GOVERNANCE RESPONSIBILITIES OVER EARLY CHILDHOOD EDUCATION THROUGH HIGHER EDUCATION.

Necessary Steps:

1. Analyze the method of selection, role, composition, and functions of the State Board by 1973.
2. Based upon the analysis in Step #1, the Illinois General Assembly will establish the State Board.

Action Objective # 6:

BY 1974, HIGHER EDUCATION WILL BE MADE FINANCIALLY ACCESSIBLE TO ALL, REGARDLESS OF ECONOMIC STATUS.

Necessary Steps:

1. Studies will be completed identifying ways in which the financial burden of higher education can be alleviated, including delayed payment of tuition and fees, under a system of interest free loans by 1972.
2. By 1973, legislation will be introduced offering alternate ways of covering the costs of higher education, the purpose of which will be to make higher education financially accessible to all qualified students.
3. Administrative responsibility for this plan, as well as for the State Scholarship System, will be placed under the State Board of Education and the Chief Educational Officer by 1974.

Action Objective # 7:

BY 1974, ESTABLISH A SYSTEM OF REGULATIONS AND PROCEDURES DESIGNED TO MAKE PRIVATE HIGHER EDUCATION IN ILLINOIS SUPPORTIVE AND SENSITIVE TO THE STATE'S EVOLVING HIGHER EDUCATION NEEDS.

Necessary Steps:

1. Modify existing legislation regulating private higher education to clarify responsibilities among various State agencies and make coverage more uniform.
2. Establish effective rules, regulations, and procedures in *The School Code of Illinois,* with the active participation of the institutions regulated, and in coordination with criteria and existent standards for public higher education by 1973.
3. Through legislation, secure a desirable level of public support for private institutions of higher education by 1973.

Chapter Four
School Finance

The most frequently expressed concern by parents and board members was the current financial crisis in the schools. This finance situation has been further aggravated by the exemption of automobile and household goods from the personal property tax and by the homestead exemption, both of which substantially reduced revenues available to schools in most areas of the State. A further complication is the new Illinois constitutional requirement which mandates that all personal property taxes be eliminated by January 1, 1979. Since the schools use approximately 60% of all property tax revenue, the obvious effect of such legal and constitutional requirements would be a reduction of educational quality.

The property tax was attacked by witnesses in both rural and urban areas. This criticism of the property tax support for education has recently spread to the courts. On August 30, 1971, the Supreme Court of California, in *Serrano v. Priest,* declared California's local property tax system of financing education unconstitutional. In that decision the Courts said the Equal Protection Clause of the Fourteenth Amendment requires "the level of spending for a child's education may not be a function of wealth other than the wealth of the state as a whole." On October 12, 1971, a Federal District Court Judge in Minnesota issued an order upholding the California decision but postponed action until after the Minnesota Legislature had had an opportunity to act. On October 29, 1971, the Minnesota Legislature did act. It enacted a law which increased the State's share of the cost of elementary and secondary education from 35% to 65%, with additional increases to follow in fiscal '73. On December 23, 1971, a three Judge Federal Panel declared the Texas school finance system unconstitutional and provided a two-year period for the Texas General Assembly to enact a constitutional system.

Three lawsuits which attack the Illinois school finance system have been filed. Two of them (*Sbarbaro* v. *State of Illinois* and *Blase* v. *State of Illinois)* rest upon the 1970 Illinois Constitution which says "the state has the primary responsibility of financing the system of public education." In addition, the Blase suit and another suit, *Rothchild* v. *State of Illinois* rely upon the United States Fourteenth Amendment principle employed in the California, Minnesota, and Texas cases.

It appears that inequities expressed in testimony at the hearings on reform of school finance in Illinois are nearing remedy in the courts. An era of reform in school finance is fast upon us. As a consequence, Illinois citizens will have an unprecedented opportunity to initiate a more equitable and effective school funding system and to bring fairness to the system of taxation.

The current financial crisis of our schools also inhibits systematic, long-range planning. A school superintendent who is worried because his school cannot pay its bills can hardly be concerned with long-range planning.

The unequal distribution of educational resources between rich and poor districts prevents educational reform in poor districts. Rich districts may have resources to undertake research and innovation, but poor districts are faced with declining resources and find it difficult or impossible to maintain even minimal program standards.

Action Objective # 1:

BY JULY 1, 1972, IMPLEMENT THROUGH LEGISLATION A REVISED SCHOOL AID FORMULA THAT WILL DISTRIBUTE SUFFICIENT FUNDS TO MEET INFLATIONARY COSTS, REDUCE SHORT-TERM SCHOOL DISTRICT BORROWING, AND PROVIDE FLEXIBILITY FOR MEETING EXISTING EDUCATIONAL NEEDS. THE CHANGES SHOULD IMPROVE THE EQUALIZING EFFECT OF THE FORMULA AND ALLOCATE SOME FUNDS TO OFFSET DIFFERENTIAL COSTS ASSOCIATED WITH TEACHING CHILDREN WHO HAVE LEARNING DISADVANTAGES.

Necessary Steps:

1. The Office of the Superintendent of Public Instruction, in consultation with organizations and individuals, will conduct research and, based upon it, develop a legislative proposal consistent with the above objective by May 1, 1972.
2. Present the proposal to the School Problems Commission for its consideration and support by May 1, 1972.
3. By May 1, 1972, introduce legislation and organize a concerted effort for interested organizations and individuals to gain support for it.

Action Objective # 2:

BY JULY 1, 1973, INSURE THROUGH LEGISLATION THAT SUFFICIENT STATE AND FEDERAL FUNDS BE PROVIDED TO FINANCE A BASIC LEVEL OF EDUCATION FOR EVERY STUDENT IN THE STATE. A HIGHER QUALITY PROGRAM BEYOND THE BASIC STATE AND FEDERALLY SUPPORTED EDUCATION LEVEL MAY BE PROVIDED IN LOCAL SCHOOL DISTRICTS THROUGH COMBINATION OF LOCAL, STATE, AND/OR FEDERAL FINANCING. LOCAL DISTRICT VOTER APPROVAL WOULD BE NECESSARY FOR THESE HIGHER COST PROGRAMS WHENEVER ADDITIONAL LOCAL FUNDS ARE REQUIRED.

Necessary Steps:

1. By February 1, 1973, the Office of the Superintendent of Public Instruction with the assistance of the Superintendent's Advisory Committee on School Finance and other interested groups will analyze school finance proposals that are consistent with the court decisions. The State Office will then propose a school finance system that will eliminate or reduce reliance on the local property tax, provide a financial base of support that has reasonable growth potential and that results in a more equitable distribution of the tax burden and benefit.

2. A comprehensive program to inform the public about this legislation will be conducted by interested groups and individuals. The legislation will be introduced in the General Assembly by April 1, 1973.

Action Objective # 3:

BY JULY 1, 1973, ESTABLISH A TOTALLY REVISED SCHOOL AID FORMULA CONSISTENT WITH INCREASED STATE AND FEDERAL ROLE IN FINANCING SCHOOLS (SEE THE PRECEDING ACTION OBJECTIVE) AND PRINCIPLES ESTABLISHED BY COURTS. THIS FORMULA WOULD INCLUDE THE FOLLOWING:

- A cost equalizing feature which compensates for variations in educational costs (teacher and administrator salaries, building costs, etc.) throughout the State without including or compounding such variations.

- A cost equalizing factor which compensates for variations in the cost of an effective educational program for children with various advantages or disadvantages (special education students, children with learning disabilities, environmentally deprived children, gifted children, etc.) or those who choose programs (vocational education, etc.) that are more expensive than the regular school programs for that age and grade.

- Some equitable method to enable school districts to financially supplement the basic educational program financed with State and Federal funds. These local funds need not be provided by the property tax alone. (This is necessary to overcome district-to-district variations in property value per student and income per student.)

- An escalator and deescalator clause which automatically increases or decreases the basic State-Federal support program to offset the effects of inflation or deflation.

- A method which restricts more than a 5% disparity in per pupil expenditures between schools or among schools within the same district. The 5% limit could be exceeded in order to support programs for the disadvantaged and exceptional children.

Necessary Steps:

1. The Office of the Superintendent of Public Instruction, through its Advisory Committee on School Finance and other groups, will develop a method for continuously measuring the relative price levels in communities throughout the State by September 1, 1972.
2. By September 1, 1972, the Office of the Superintendent of Public Instruction, through its Advisory Committee on School Finance and with the cooperation of superintendents of the educational service regions, district superintendents, the Vocational Education and Rehabilitation Board, directors of the vocational education cooperatives, special education cooperatives, and others, will develop means of measuring costs of educating children of different capabilities at various grade levels and in various programs.
3. The Office of the Superintendent of Public Instruction, through its Advisory Committee on School Finance, will develop estimates on the total income of each of the State's school districts and the distribution of that income by September 1, 1972.
4. By February 1, 1973, the Office of the Superintendent of Public Instruction, through its Advisory Committee on School Finance and in consultation with organizations and individuals, will develop a formula which utilizes measures produced in Steps #1 through #3 and which incorporates features included in this action objective.
5. The same organizations and individuals will have conducted a statewide program to inform the public about necessary legislation and foster the introduction of the legislation into the General Assembly by April 1, 1973.

Action Objective # 4:

BY JULY 1, 1973, INITIATE THROUGH LEGISLATION A CAPITAL CONSTRUCTION ASSISTANCE PROGRAM ACCORDING TO AN *EQUALIZATION* FORMULA WHICH WOULD REQUIRE THAT STATE REIMBURSEMENT BE AT LEAST 50% OF THE CONSTRUCTION COSTS OF NEW SCHOOL FACILITIES FOR DISTRICTS WITH AVERAGE FINANCIAL ABILITY.

Necessary Steps:

1. The Office of the Superintendent of Public Instruction, along with groups and individuals, will develop legislation which will establish a comprehensive State capital outlay assistance program for the State's elementary and secondary schools, vocational centers, and special education facilities. The funding for this program will be derived from the sale of bonds having the full faith and credit of the State of Illinois. This will be accomplished by December 31, 1972.

2. A comprehensive program to increase public awareness about school facilities financing will have been conducted by organizations and individuals to assure passage of this legislation. The legislation will also be introduced into the General Assembly by 1973.

3. Establish procedures within the Office of the Superintendent of Public Instruction that will bring all schools constructed prior to 1965 into compliance with the minimum life safety standards prescribed in Circular Series A Numbers 156 and 157. Schools constructed after 1965 must be in compliance. This step will include a thorough revision and updating of existing codes by July 1, 1973.

4. The Office of the Superintendent of Public Instruction will provide leadership and supervision in school facilities planning and services in the following areas:

   Surveys and comprehensive long-range planning; local plant surveys; administration of school plants; minimum design standards for school facilities; review of school plant surveys and educational programs; approval of school plant construction programs; standardized bidding documents and procedures; and current school facilities inventories.

Chapter Five
School Organization

Currently there are 1,138 separate school districts in the State. There was no general agreement about what the minimum size and assessed valuation of districts should be, apparently because no consensus could be reached on the meaning of quality education. Everyone agreed, however, that action must be taken now to define quality education. Subsequently, a minimum school district size should be specified. In addition, other meaningful criteria for reorganizing school districts is clearly needed if quality education is to be provided.

Satisfactory implementation of the concept of quality education also depends on the ability of school districts to provide educational facilities adaptable and stimulating to the changing educational program. The educational effects of the knowledge explosion and technological advancements are becoming increasingly widespread. Educational facilities need to be designed and remodeled to permit greater flexibility in changing curricular programs, personnel and student mobility, in terms of multimedia-usage, and in automation and instructional technology.

Action Objective # 1:

BY 1975, EVERY CHILD IN ILLINOIS WILL ATTEND A SCHOOL DISTRICT WHICH HAS SUFFICIENT SIZE AND FINANCIAL ABILITY TO PROVIDE A QUALITY EDUCATION.

Necessary Steps:

1. Utilizing priority goals and objectives of this document as a first step, a statewide definition of the characteristics of a quality education will be adopted by 1973. Such a definition will include, but not be restricted to, the types and ranges of educational services which must be provided.
2. Gather data on school size and assessed valuation as it relates to quality education. Based upon this data, develop definitions of sufficient size and sufficient financial ability by 1973.
3. Eliminate by 1973 the present legislative provision that allows a two-year period of nonrecognition before the county board of school trustees can dissolve the school district and join with another.
4. Provide a range of specific penalties including withdrawal of State funds for those schools with conditional, probationary, and receivership status by 1973.

5. Revise the Office of the Superintendent of Public Instruction's standards for recognition of schools in accordance with the definition of quality education. Include in the revision the minimum acceptable size and valuation of a district. This will be accomplished by 1974.

Action Objective # 2:

BY JANUARY 1, 1975, THE ACTIVITIES OF THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION WILL HAVE BEEN DECENTRALIZED IN A MANNER DESIGNED TO BRING THE SERVICES OF THAT OFFICE AS CLOSE AS POSSIBLE TO THE USERS.

Necessary Step:

The Office of the Superintendent of Public Instruction, in conjunction with all other elementary and secondary educational institutions, will develop a plan that determines which State Office responsibilities should be decentralized and when and how the decentralization should take place. The plan will be developed by January 1974.

Action Objective # 3:

BY 1975, TO HAVE ENCOURAGED EXPERIMENTATION WITH AND EVALUATED THE EFFECTS OF THE TWELVE-MONTH SCHOOL.

Necessary Steps:

1. Encourage through permissive legislation in 1972, local school district experimentation with the twelve-month school.
2. Beginning in 1972 and continuing to 1975, the Office of the Superintendent of Public Instruction will prepare annual reports on the effectiveness of the twelve-month school.

Chapter Six
The Curriculum

The writings of authors such as Holt, Kozol, and Silberman have placed considerable emphasis on opening up the educational process. These critics of American education have touched on a major concern of Illinois citizens.

Such terms as democratize, humanize, and student involvement were repeated throughout the hearings. The need for more alternative instructional patterns such as the open school, the school without walls, the school within a school, and flexible schedules was a common theme. But a counter theme also was expressed: dissatisfaction with innovations designed to open up the educational process. The problem centered on lack of knowledge about the effectiveness of these innovations, and the fact that most innovations have been isolated rather than integrated into the curriculum.

Educational systems must encourage research and innovation. At the present time, such research and development activities have not been institutionalized. In those isolated cases where research and development activities are occurring, the activities have not been adequately supported. It has been estimated that educational systems spend less than 1% of their total financial resources on research and development where business and industry often spend between 5% and 10% of their resources.

Demands for individualizing the instructional process formed a basic theme. The Office of the Superintendent of Public Instruction *Educational Program Survey* substantiates this concern. Only 19% of reporting Illinois school districts indicated any form of individualized instruction during the 1970-71 school year. Only 12% reported any form of interdisciplinary curriculum teams.

"High school that is mainly a preparation for college is a cruel joke to more than one-half of the students who will not make the college choice." This statement by one witness reflects recurring suggestions that greater emphasis be placed upon vocational education and career training.

A growing concern over need for continuing or adult education also was evident. Improved basic adult educaton was a consistent demand. Considerable changes must be made in the delivery system for adult and continuing education if the profession is to meet the mandate of educational development of all persons.

Numerous witnesses called for establishing prekindergarten educational programs. Recent evidence suggests the first five years of an individual's growth are critical to social, emotional, and intellectual de-

velopment. Studies have documented that environmental deprivation in these early years causes great, sometimes irreparable, damage to a child's intellectual and emotional development. Because of the unique nature of prekindergarten education, various approaches will have to be considered, tested, and implemented.

Finally, witnesses strongly suggested that such current and pressing issues as drug abuse and ecology be integrated into the curriculum.

Prekindergarten Education

Action Objective # 1:

BY 1973-74, A COOPERATIVE WORKING ARRANGEMENT AMONG INSTITUTIONS OF HIGHER EDUCATION, PARENT GROUPS, THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION, AND OTHER AGENCIES SHOULD BE IMPLEMENTED TO ESTABLISH ALTERNATE MODELS FOR PREKINDERGARTEN CURRICULUM AND PARENT EDUCATION PROGRAMS.

Action Objective # 2:

COLLEGES, UNIVERSITIES, AND THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION WILL PROVIDE PRESERVICE TRAINING AND IN-SERVICE RETRAINING OF TEACHERS AND AIDES FOR PREKINDERGARTEN PROGRAMS BY THE 1973-74 SCHOOL TERM.

Necessary Step:

Legislative appropriation for the development of prekindergarten training for teachers and aides by the 1973-74 school term.

Action Objective # 3:

BY THE 1976-77 SCHOOL TERM, EVERY SCHOOL DISTRICT WILL PROVIDE A PREKINDERGARTEN PROGRAM FOR CHILDREN AGES THREE AND FOUR. ENROLLMENT IN SUCH PROGRAMS WILL NOT BE MANDATORY.

1. Legislative appropriation for development of alternate experimental prekindergarten programs, including parent education and counseling programs, by the school term 1973-74.
2. Legislative revisions allowing use of State and local revenues for prekindergarten programs, including parent education and counseling programs, during the 1973-74 school term.
3. By 1974-75, programs should be developed and tested by universities, public schools, other agencies, and the Office of the Superintendent of Public Instruction.

4. Publication by the Office of the Superintendent of Public Instruction of alternate models for prekindergarten education by the 1975-76 school term.

Curriculum Innovation

Action Objective # 1:

BY 1974, SPECIAL EARMARKED STATE FUNDS WILL BE AVAILABLE TO SCHOOL DISTRICTS FOR EXPERIMENTATION AND DEVELOPMENT OF INNOVATIVE MEANS OF MEETING CRITICAL STATEWIDE AND LOCAL EDUCATIONAL NEEDS.

Necessary Steps:

1. Identify critical local education needs between 1972 and 1974.
2. Communicate identified local needs to the Office of the Superintendent of Public Instruction by 1973.
3. Compilation by 1973 of critical statewide needs by the Office of the Superintendent of Public Instruction based on expressed local needs.
4. Establish statewide priorities for innovative programs derived from locally identified education needs by 1973.
5. Propose legislation to fund innovative programs by 1973.
6. The Office of the Superintendent of Public Instruction should request and review innovative program proposals from local school districts by 1973.
7. Fund proposed program innovations by 1974.

Action Objective # 2:

BY 1975, A STATEWIDE NETWORK OF SCHOOLS WILL BE ESTABLISHED TO TEST ALTERNATE INSTRUCTIONAL PATTERNS AND PUBLISH INFORMATION ON THEM.

Necessary Steps:

1. Determine initial target areas for Network Affiliate Schools by 1972.
2. Inventory current curriculum innovations by 1972, based on information from such programs as the Illinois Gifted Children Program, Title III of the Elementary and Secondary Education Act, and the Individually Guided Education and Multi-Unit Elementary School Program.

3. Establish the priorities of program innovations to be incorporated in the Network Schools.
4. Determine physical facilities, instructional media, and staff necessary to implement program innovations.
5. Incorporate elements of the statewide instructional television program into plans for the centers by 1973.
6. Include parent information programs in plans for the centers by 1973.
7. Determine the cost of implementing program innovations by 1973.
8. Propose funding legislation for implementation of the Network of Quality Schools by 1972.
9. Passage of enabling legislation by 1972.
10. Implement pilot Affiliate Schools by the 1973-74 school term.
11. Expand the Network by 1975.

Action Objective # 3:

BY 1980, EVERY SCHOOL DISTRICT IN THE STATE WILL HAVE AN INDIVIDUALIZED INSTRUCTION CURRICULUM.

Necessary Steps:

1. Develop statewide working definitions of continuous progress, individualized instruction, and independent study by 1973 through cooperative local and State involvement.
2. Provide continuous teacher training through the Office of the Superintendent of Public Instruction, colleges and universities, and local school districts.
3. Develop guidelines for teachers in effective utilization of media centers in the individualized instruction curriculum.
4. Alternate curricula will be tested by affiliates of the Network of Quality Schools.
5. Set guidelines for use of teacher aides in individualized instruction programs by 1973.
6. By 1976, at least 50% of the schools will have implemented an individualized instructional curriculum, which incorporates the working definitions of the terms in Step #1.

"Right to Read" and the Curriculum

Action Objective # 1:

PROGRAMS WILL BE ENACTED BY 1973 TO PROVIDE BASIC READING SKILLS. INITIATIVE AND GUIDANCE MUST COME FROM READING TEACHERS AND LIBRARIANS WORKING TOGETHER TO PROMOTE SKILLS, MOTIVATION, AND ACCESS TO MATERIALS.

Necessary Steps:

1. Informational activities to create public awareness of direct and indirect problems resulting from reading deficiencies.
2. Administrative action resulting in:
   a. the assignment of curricular priority to reading skills, and:
   b. changes in organization and structure to facilitate better use of staff and materials.
3. Revisions in preservice and in-service training of teachers for reading skills instruction.
4. Teacher education in the use of materials and media.
5. Support of librarian education with emphasis on reading motivation and competency in reading-related and audio-visual skills and materials selection.
6. Legislation to fund staffing, facilities, and materials for school media centers.
7. Coordination of activities with Action Objective #2 in the Adult Education Section.

Ethnic Studies and the Curriculum

Action Objective # 1:

BY 1975, STATEWIDE PROGRAMS AIMED AT CREATING AWARENESS OF THE FULL CONTRIBUTIONS OF ETHNIC AND CULTURAL DIVERSITY IN AMERICAN SOCIETY WILL BE ESTABLISHED.

Necessary Steps:

1. Establishment of commissions in five target areas of the State (model cities) by 1972.
2. Collection, organization, and cataloging of data and instructional materials relative to ethnic education and cultural pluralism by 1972.

3. Establishment of guidelines for implementation of ethnic and cultural awareness programs in local school districts by 1973.
4. Implementation of ethnic and cultural awareness programs (including media collection) in selected target school districts by 1973.
5. Evaluation of effectiveness of implemented programs by 1973.
6. Revision of ethnic program based upon evaluation results by 1974.
7. Statewide implementation of programs in ethnic education by 1975.

Health Education and the Curriculum

Action Objective # 1:

BY 1973, A STATEWIDE PROGRAM IN DRUG ABUSE EDUCATION WILL HAVE BEEN IMPLEMENTED.

Necessary Steps:

1. Assess the current status of drug abuse curriculum efforts in the State by 1972.
2. Issue guidelines for drug abuse instruction to Illinois teachers by 1972.
3. Evaluate and revise curriculum guidelines for teachers by 1972.
4. Complete regional teacher training sessions by 1973.
5. By 1973, implement curriculum guides and integrate drug abuse education into curriculum of all schools by 1973.

Action Objective # 2:

BY 1975, STATEWIDE PROGRAMS IN HEALTH EDUCATION TO CARRY OUT THE PROVISIONS OF "THE CRITICAL HEALTH PROBLEMS AND COMPREHENSIVE HEALTH EDUCATION ACT" OF 1971, WILL HAVE BEEN IMPLEMENTED.

Necessary Steps:

1. Distribute information interpreting the new legislation to superintendents of educational service regions, school personnel, and citizens by September 1, 1972.
2. Assess the current status of health education programs, including the academic preparation of teachers of health education, by August 1, 1973.

3. Distribute guidelines concerning implementing the legislation to all Illinois school districts by January 1, 1973.
4. By September 1973, issue guidelines for comprehensive health education curricula including human ecology and health, nutrition, human growth and development, prevention and control of disease, public and environmental health, consumer health, safety education and disaster survival, mental health and illness, personal health habits, alcohol, drug use and abuse, tobacco, and dental health.
5. Develop and distribute certification standards for health education teachers to all institutions of higher education and local school districts.
6. Initiate regional in-service training programs sponsored by the Office of the Superintendent of Public Instruction in cooperation with institutions of higher education by 1975.

Conservation and Environmental Education and the Curriculum

Action Objective # 1:

BY 1973, A STATE PLAN FOR CONSERVATION AND ENVIRONMENTAL EDUCATION WILL HAVE BEEN INITIATED.

Necessary Steps:

1. Evaluate present conservation and environmental education during 1972.
2. Distribute a teachers' manual and curriculum guide by late 1972.
3. Establish environmental education centers in each local school district and educational service region by 1973.
4. Establish continual workshops for teachers in conservation and environmental education.

Comprehensive School Safety and the Curriculum

Action Objective # 1:

BY 1974, STATEWIDE PROGRAMS IN SAFETY EDUCATION WILL HAVE BEEN IMPLEMENTED.

Necessary Steps:

1. Initiate a profile study for assessment of safety and driver education programs at all State and private colleges and universities by July 1, 1973.

2. Prepare and issue the comprehensive safety and driver education curriculum guide to school districts by June 1972.
3. Establish school programs in three phases to implement State curriculum guides by June 1974.
4. Expand and implement existing instructional programs in all local school districts by September 1975.
5. Develop and implement statewide school bus driver education programs by June 1974.
6. Develop and implement a data collection system on driver and traffic safety education programs, teachers, and students.

Consumer Education in the Curriculum

Action Objective # 1:

BY 1976, STATEWIDE PROGRAMS IN CONSUMER EDUCATION FROM PRESCHOOL THROUGH THE CONTINUING EDUCATION LEVEL WILL BE DEVELOPED.

Necessary Steps:

1. Assess the current status of consumer education programs by 1973.
2. Implement the mandated program, Grades 8 through 12, on a statewide basis by 1973.
3. Continue improvement of teacher competency through an extension of in-service education programs by the 1974-75 school year.
4. Integrate consumer education concepts into the prekindergarten education program for children aged three through five and into elementary and adult education levels by 1976.

Career Education

Action Objective # 1:

BY JULY 1973, A SYSTEM OF FINANCIAL SUPPORT FOR CAREER EDUCATION WILL BE DEVELOPED CONSISTENT WITH OTHER EDUCATIONAL FUNDING PRACTICES IN THE STATE.

Necessary Steps:

1. Obtain and analyze data on differential costs of career education by 1972.

2. Establish a funding policy by 1973.
3. Pass funding legislation by 1973.

Action Objective # 2:

BY 1975, PROVIDE OCCUPATIONAL INFORMATION FOR ELEMENTARY SCHOOL PUPILS AND CAREER EDUCATION FOR ALL STUDENTS IN HIGH SCHOOLS, POSTSECONDARY SCHOOLS, AND FOUR-YEAR INSTITUTIONS.

Necessary Steps:

1. By 1973, broaden vocational education in each institution by developing a sequential career education concept to include career awareness, exploration, orientation, and preparation.
2. Insure that instructional materials related to the teaching and enrichment of the career education programs will be available and accessible through the institution's media center by the 1973-74 school year.
3. Develop comprehensive career education programs[2] at all institutions by 1974, utilizing one of the following concepts: joint agreements with other public or private institutions, participation in an area vocational center, or development of self-contained programs.

Adult Education

Action Objective # 1:

IN KEEPING WITH ARTICLE X, SECTION 1, OF THE ILLINOIS CONSTITUTION, A SYSTEM OF FREE FOUNDATION LEVEL EDUCATION WILL BE AVAILABLE FOR ALL CITIZENS IN THE STATE OF ILLINOIS, REGARDLESS OF AGE, BY 1975.

Necessary Steps:

1. Study legislative changes regarding the method of financial support during 1972 and 1973 to determine how the State can best meet this responsibility.
2. Conduct a study in 1972 and 1973 to determine the amounts of State and Federal money available and being utilized by various State agencies to provide education to adults for instruction at less than high school level. This study will involve cooperation among the Office of the Superintendent of Public Instruction, the Illinois Junior College Board, and the Board of Higher Education. By 1974, legislation will be introduced to consolidate or coordinate all funds utilized for basic educational programs.

[2] Comprehensive Career Education includes curricula in the five broad occupational areas of Agriculture and Applied Biological Occupations, Business, Marketing, Management, Health Occupations, Industrial Oriented Occupation, Personal and Public Service Occupations, and ancillary services (guidance placement, youth organizations) consistent with the needs and interest of the individuals and the manpower needs within a geographical region.

Action Objective # 2:

BY 1975, ESTABLISH A SYSTEM OF ATTENDANCE CENTERS THROUGHOUT THE STATE WITH EMPHASIS ON READING INSTRUCTION FOR ADULTS.

Necessary Steps:

1. Study the results of existing adult basic education learning centers to determine which phases of the programs are most effective in reading instruction for adults.
2. Initiate a pilot program during 1972 and 1973 to determine the feasibility of reading instruction. The purpose of the program is to learn:
   a. Is it feasible as a replacement or a supplement to existing methods?
   b. What type of curriculum materials, etc., will need to be developed and how much will it cost?
3. Cooperate with the United States Bureau of Adult and Vocational Education and the National Center for Reading Instruction in adult basic education during 1972 and 1973 so that efforts complement each other.
4. Coordinate and compile information and resources to establish free foundation level education programs by 1974.

Action Objective # 3:

BY 1974, ESTABLISH AN EFFECTIVE EDUCATIONAL SYSTEM IN STATE CORRECTIONAL INSTITUTIONS.

Necessary Steps:

1. Establish legislation for such a program in 1972.
2. Establish a pilot program in 1972 for the development of an effective educational system in one or more State correctional institutions. Continue development of the pilot programs in 1973.
3. Based on the pilot project experience, move for full implementation in 1974.

Action Objective # 4:

AN ADULT EDUCATION PROGRAM TO TEACH ENGLISH AS A SECOND LANGUAGE WILL BE IN OPERATION BY 1975. THE PROGRAM WILL BE GEARED PRIMARILY FOR FOREIGN-SPEAKING MINORITIES.

Necessary Steps:

1. In 1972, conduct a thorough review of the efforts in bilingual adult basic education on a statewide basis analyzing the scope and the impact of the present efforts.
2. Establish a system of coordination between the bilingual efforts in adult basic education and the Bilingual Education Unit in the Office of the Superintendent of Public Instruction in 1972.
3. Select junior and community colleges in areas of bilingual populations, and provide funds for a full-time coordinator of bilingual adult education. In 1973, after a study of program implications, amend *The School Code of Illinois* to provide supplemental financial assistance for adult education/English as a second language instruction.

Chapter Seven
Professional Preparation, Certication, Retraining, and Relations with School Boards

A growing concern with the performance of teachers, administrators, counselors, school psychologists, and school social workers was manifested at the public hearings. The demand was often heard to change the role of the professional from a dispenser of knowledge to a director of learning experiences, requiring adjustments in professional preservice and in-service training.

Professional preparation was attacked as being irrelevant to the world of education. There was a consistent demand for more extensive and direct classroom experiences for professional candidates. Improvements in the relationships between the public schools and institutions of higher learning will be needed if the desired changes in teacher preparation are to be effected. Witnesses expressed need for a screening program based upon the performance of the professional candidate. Such a screening program would include methods of assessing the candidate's attitudes as well as his intellectual abilities. These procedures would require significant changes in current certification procedures.

The increasing need for retraining of professionals who are inadequately prepared for modern educational needs was another demand. The *Educational Program Survey* reveals that only 12% of the school districts of the State have any formal in-service program in human relations. Despite legislation allowing released time for in-service education, only 63% of the districts in the State offered any formal in-service education in curriculum development. Clearly, there are gaps in the formal retraining of professionals.

Widespread dissatisfaction with current teacher tenure law was expressed. Many parents, school board members, administrators, and even teachers themselves felt the current tenure law has the negative effect of protecting the incompetent. Those who advocated abolishing the tenure system suggested an alternative system of meaningful evaluation of teachers' performance and due process for all professionals.

Finally, testimony at the hearings reflected a widespread condemnation of current approaches to collective bargaining in the educational arena. The approach was seen as divisive. Board members, teachers, and administrators all felt that until enabling legislation is passed regarding collective bargaining, the conflict/adversary system will continue.

Professional Training

Action Objective # 1:

BY 1974, ALL APPROVED PROFESSIONAL EDUCATION PREPARATION PROGRAMS WILL INCLUDE SYSTEMATIC PROCEDURES FOR ASSESSING THE CANDIDATE'S ATTITUDE AND COMPETENCY THROUGHOUT THE PREPARATION PERIOD.

Necessary Steps:

1. By 1973, each program will identify methods and instruments to assess attitudes and competencies.
2. Each program will conduct a comprehensive experiment using the methods and instruments selected by 1973.
3. By 1974, sufficient revisions of methods and instruments will be made. A systematic follow-up of those candidates assessed during the experimental year will be conducted.

Action Objective # 2:

BY 1975, ALL TEACHER PREPARATION PROGRAMS, IN COOPERATION WITH INDIVIDUAL SCHOOL DISTRICTS, WILL INCLUDE DIRECT CLASSROOM OBSERVATION AND/OR PARTICIPATION IN COMMUNITY SERVICE PROGRAMS IN THE FRESHMAN, SOPHOMORE, JUNIOR, AND SENIOR YEARS.

Necessary Steps:

1. By 1972, the State Teacher Certification Board will establish minimum guidelines for observation and participation experiences for juniors and seniors.
2. Each university will implement revised plans for juniors and seniors by 1973.
3. By 1973, the State Teacher Certification Board and the Illinois Junior College Board will establish minimum guidelines for observation and participation experiences for freshmen and sophomores.
4. By 1974, each college or university will implement revised plans for freshmen and sophomores.
5. Review and necessary revisions will be made by the State Teacher Certification Board and individual institutions to allow full implementation by 1975.

Action Objective # 3:

BY 1975, ALL PROFESSIONAL PREPARATION PROGRAMS WILL INCLUDE EXPERIENCES WHICH WILL PREPARE THE PROSPECTIVE TEACHER TO BE AWARE OF AND SENSITIVE TO THE INDIVIDUAL EDUCATIONAL NEEDS OF MINORITY, CULTURALLY DEPRIVED, AND ECONOMICALLY DISADVANTAGED STUDENTS.

Necessary Steps:

1. Program revisions will be made in all preparation programs to include course work and/or field experiences in educating minority and disadvantaged students by 1973.
2. Certification requirements will be revised by 1974.

Action Objective # 4:

BY 1976, A PROFESSIONAL RENEWAL AND DEVELOPMENT SYSTEM WILL BE IMPLEMENTED TO PROVIDE ALL PROFESSIONAL PERSONNEL WITH CONTINUOUS TRAINING AND RETRAINING.

1. Local training and programs for elementary, secondary, and post-secondary personnel will be redefined and updated by 1974.
2. By 1975, certification requirements will be revised to include professional renewal and development for all professional personnel.

Action Objective # 5:

BY 1976, ALL FACULTY RESPONSIBLE FOR PROFESSIONAL EDUCATION WILL PARTICIPATE DIRECTLY IN AN ELEMENTARY OR SECONDARY SCHOOL PROGRAM AS PART OF THEIR REGULAR ASSIGNMENT AT LEAST ONCE EVERY TWO YEARS.

Necessary Steps:

1. By 1973, each college or university, in cooperation with individual school districts, will make arrangements for the professional experiences for each of its faculty members.
2. By 1974, this program will be initiated so that by 1976 all faculty will have had an opportunity to participate at least once.

Action Objective # 6:

BY 1976, ALL PROFESSIONAL PREPARATION PROGRAMS WILL INCLUDE A ONE-YEAR INTERNSHIP PRIOR TO FULL CERTIFICATION.

Necessary Steps:

1. Model internship programs will be planned and tested by local districts and universities in various areas of the State by 1973.
2. By 1974, certification requirements will be revised to include the internship provision.

Action Objective # 7:

BY 1974, EVERY SCHOOL DISTRICT WILL ASSIGN A TEACHER OR TEACHERS TO SUPERVISE, COUNSEL, AND EVALUATE ALL NEW TEACHERS DURING THEIR INTERNSHIP.

Necessary Step:

By 1974, each school district will have planned and developed contractual agreements with appropriate colleges or universities to provide training for the supervising teachers. This training will fulfill the renewal and development objective for that individual.

Action Objective # 8:

BY 1976, A SYSTEM FOR TRAINING CAREER EDUCATION PROFESSIONALS WILL PROVIDE SUFFICIENT PERSONNEL TO MEET THE CAREER EDUCATION OBJECTIVES.

Necessary Steps:

1. By 1974, redefine training programs for elementary, secondary, and postsecondary career education personnel.
2. Develop revised career education certification requirements by 1975.

Professional Qualifications and Certification

Action Objective # 1:

BY 1974, CERTIFICATION WILL BE BASED ON AN ASSESSMENT OF SATISFACTORY CLASSROOM PERFORMANCE STANDARDS IN ADDITION TO CREDIT-HOUR REQUIREMENTS.

Necessary Steps:

1. Between 1972 and 1974, various model assessment programs will be tested by universities and school districts in various areas of the State.
2. By 1974, certification requirements will be revised, based upon the findings of the activities in Step #1.

Action Objective # 2:

BY 1975, STATE CERTIFICATION REQUIREMENTS WILL HAVE BEEN REVIEWED, REDEFINED, AND FULLY IMPLEMENTED.

Necessary Steps:

1. By 1972, the State Teacher Certification Board will have received the report of the State Certification Task Force and will have made revisions.
2. Field testing of local district and university plans for preservice and in-service training will be conducted between 1972 and 1975.

Action Objective # 3:

BY 1975, CERTIFICATION OF PUPIL PERSONNEL SPECIALISTS WILL BE BASED ON AN ASSESSMENT OF ATTITUDES AND PERFORMANCE STANDARDS IN ADDITION TO CREDIT-HOUR REQUIREMENTS.

Necessary Steps:

1. By 1973, experimental programs will be initiated in at least five institutions of higher education.
2. By 1974, internships will be initiated as a part of the renewal and development program in every school district.
3. By 1975, certification requirements will be revised.

Action Objective # 4:

BY 1975, ALL INSTITUTIONS OF HIGHER EDUCATION IN THE STATE WILL AGREE ON MINIMAL CRITERIA IN PREPARING COLLEGE AND UNIVERSITY TEACHERS, AND INSTITUTE THE SAME IN THEIR PROGRAMS.

Necessary Steps:

1. By 1973, representatives of the State institutions of higher education will be convened for the purpose of recommending minimal teaching criteria for the preparation of college teachers.
2. By 1974, the State Board of Education will evaluate the recommendations and make regulations on the preparation of junior college, college and university teachers, emphasizing substantial classroom experience and performance evaluations by both faculty and students.

3. These regulations will be implemented in all of the State's higher educational institutions by 1975.

Professional Retraining

Action Objective # 1:

BY 1973, EACH SCHOOL DISTRICT WILL PROVIDE IN-SERVICE TRAINING WHICH WILL BE DEVOTED TO THE DEVELOPMENT AND REVISION OF INSTRUCTIONAL OBJECTIVES AND PROGRAMS.

Necessary Step:

Develop local plans for professional development and training by 1973.

Professional Relations and Development

Action Objective # 1:

BY 1973, ALL TEACHERS, PRINCIPALS, AND SUPERINTENDENTS WILL HAVE THE PROTECTION OF FORMALLY ADOPTED DUE PROCESS PROCEDURES.

Necessary Step:

Establish legislation for a special hearing officer to hear all dismissal cases which are appealed by 1973.

Action Objective # 2:

BY 1972, THE STATE WILL ADOPT A COLLECTIVE BARGAINING ACT.

Necessary Steps:

1. Meet with the AFL-CIO, political leaders, teachers' organizations, and other affected organizations to obtain consensus on impasse provisions by 1972.
2. Hold meetings throughout the State to generate support of this objective by June 1972.

Action Objective # 3:

BY 1972, THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION WILL DEVELOP AND IMPLEMENT PROCEDURES FOR ASSISTING IN THE SETTLEMENT OF CONTRACT NEGOTIATIONS.

Chapter Eight
Pupil Services

Although schools are trying to assume responsibility for preparing individuals for participation in society, many pupils encounter barriers which prevent them from maximum development of their potential. It is evident that schools must deal with all factors which can prevent a pupil from having a rewarding educational experience.

Although the teacher holds a pivotal position in the educational process, the services supplied by Pupil Services Department specialists (counselors, school psychologists, social workers, nurses, and nutritionists) are needed in order to assist each pupil in achieving instructional goals. Pupil Services Department specialists hold skills, largely untapped, of equal potential value for the individual when applied to the crucial area of inducing curriculum alternatives and change.

When working as members of the school staff, pupil services specialists from the behavioral sciences are assigned responsibilities for carrying out services in support of the instructional program. Working individually with pupils, parents, teachers, or other professionals, they should assess learning potential, foster social and emotional growth, analyze rates of achievements, safeguard physical health, and allow each pupil to optimally profit from classroom instruction.

Several witnesses severely criticized schools for their inability to accurately evaluate student strengths and weaknesses. They blamed current testing devices and evaluation methods as designed to weigh intelligence and achievement of students from white, middle-class backgrounds. There is a growing impatience, most particularly, in black and Spanish-speaking communities regarding testing which too frequently results in mistaken placement of students in classes for the handicapped.

Professionals generally concede that culturally biased tests are not valid. Controversy over this issue in California recently resulted in a moratorium on such testing until valid and culturally appropriate tests can be developed. The almost total absence of bilingual pupil personnel specialists is an equally critical problem.

Many student witnesses complained that little or no assistance was given in assessing career, vocational, and higher education possibilities, information on scholarships and other forms of financial assistance. Such insensitivity must end.

The panel was reminded, too, that a hungry child cannot possibly learn, and that a child who has been nutritionally deprived from birth may never achieve his maximum potential development because of brain damage or retarded growth. Thus, a review and a mandatory expansion of school lunch and breakfast programs for needy youngsters must be a high-priority concern.

In order for schools to come closer to the goal of providing the most comprehensive and meaningful educational program for each pupil, delivery of instructional and supplementary services must be increased. An increase in services can be effected by adding more professionals to the school staff. This procedure would be costly, however, and could invite inefficiency and uncoordinated services.

Pupil services specialists have generally had little opportunity to work with each other and are uncertain about the functions each professional is trained to carry out. Frequently, they also are uninformed about the objectives and organization of the school. Mobilizing these professionals into a common service unit or team is a necessary first step for increasing the capability of delivering more effective services to pupils.

One demonstrated method of delivery is the consulting team approach. The consulting team works with school district personnel to help identify growth needs, analyze forces which maintain the current functioning level, generate goals or behavioral objectives and design, implement and evaluate the results of specific programs.

Thus, a general goal is to provide, by 1981, effective, comprehensive, and coordinated pupil services to all students in Illinois.

Pupil Personnel Services

Action Objective # 1:

BY SEPTEMBER, 1972, IMPLEMENT THE NEW TEAM APPROACH TO PUPIL PERSONNEL SERVICES.

Necessary Steps:

1. By May 1972, inform the staff of the Office of the Superintendent of Public Instruction on the team approach to pupil services.
2. Select, organize, and train personnel from the Pupil Personnel Services Section of the State Education Office to form consulting teams by August 1972.
3. By September 1972, identify and select 100 consulting teams in local school districts to be trained in the teaming concept to further train others in methods of consultation.

Action Objective # 2:

BY 1975, CERTIFICATION OF PUPIL PERSONNEL SPECIALISTS (COUNSELORS, SOCIAL WORKERS, SCHOOL PSYCHOLOGISTS, AND SCHOOL NURSES) WILL BE BASED ON AN ASSESSMENT OF ATTITUDES AND PERFORMANCE STANDARDS IN ADDITION TO CREDIT-HOUR REQUIREMENTS.

Necessary Steps:

1. By 1973, initiate an experimental program in at least five institutions of higher education.
2. Develop internships as a part of the renewal and development program in every school district by 1974.
3. Revise certification requirements by 1975.

Action Objective # 3:

BY 1979, DEVELOP THE PUPIL SERVICE SPECIALIST CONCEPT IN ILLINOIS SCHOOLS.

Necessary Steps:

1. By September 1972, develop procedures to monitor and cooperate with experimental university programs in defining a role model for the pupil service specialist.
2. Assist experimental university programs in developing a pupil service specialist internship to test the concept in the public schools by June 1974.
3. By January 1975, field test the pupil service specialist concept with staff from the Pupil Personnel Services Section of the State Office.
4. Develop a core curriculum by September 1976, for training pupil services specialists in cooperation with universities.
5. Propose legislative and certification changes necessary to implement the pupil services specialist model by July 1978.

Action Objective # 4:

BY 1975, IN COOPERATION WITH THE DIVISION OF VOCATIONAL AND TECHNICAL EDUCATION, AID IN THE DEVELOPMENT OF GRADES K-6 CAREER AWARENESS PROGRAMS, GRADES 7-10 CAREER EXPLORATION PROGRAMS, AND GRADES 10-12 CAREER ORIENTATION PROGRAMS.

Necessary Steps:

1. Broaden vocational education in each institution by developing a sequential career education concept to include career awareness, exploration, orientation, and preparation by 1973.

2. Make instructional materials relevant to the teaching and enrichment of the career education program available through the media center of each institution by the 1973-74 school year.
3. Develop comprehensive career education programs in all institutions by 1974 utilizing one of the following concepts: joint agreements with other public or private institutions, participation in an area vocational center, or development of self-contained programs.

Action Objective # 5:

BY 1975, ESTABLISH AN EXPERIMENTAL PUPIL SERVICES TRAINING CENTER.

Necessary Steps:

1. By March 1974, develop a proposal for funding to be included in the FY 75 budget request.
2. Select sites in local school districts by August 1974 for experimental pupil services training centers.
3. By November 1974, develop in cooperation with training site and university personnel a program for the experimental pupil services training center.
4. Identify staff to train and supervise pupil services interns by January 1975.
5. By September 1975, accept the first group of university interns into experimental pupil services training centers.

Action Objective # 6:

BY 1974, INSURE THROUGH THE RECOGNITION AND SUPERVISION PROCESS THAT LOCAL SCHOOL DISTRICTS MEET MINIMUM STANDARDS FOR THE DELIVERY OF COMPREHENSIVE PUPIL PERSONNEL SERVICES.

Necessary Steps:

1. Develop minimal standards by April 1972 for the four current disciplinary areas of pupil personnel services.
2. By September 1972, institute pupil personnel services evaluation methods for the recognition and supervision process, including a systems analysis approach to evaluation, as well as check lists.
3. Prepare a regional master list by September 1972 of qualified, experienced pupil personnel services professionals to serve on recognition and supervision visitation teams.

4. By October 1972, develop procedures for utilization by State Education Office staff members to follow-up recognition and supervision visits to local school districts.

School Food Services

Action Objective # 1:

IMMEDIATELY PROVIDE FREE LUNCHES FOR ALL NEEDY CHILDREN AS MANDATED BY HOUSE BILL 2601 (K-12) IN 1969.

Necessary Steps:

1. Survey all school districts by summer 1972, to determine the extent of compliance.
2. Develop and publish by October 1, 1972, procedures for dealing with noncompliance, including withdrawal of State recognition and financial aid.

Action Objective # 2:

BY 1973, PROVIDE FREE BREAKFASTS FOR NEEDY CHILDREN (K-12 AND FOR THOSE DISTRICTS PROVIDING PREKINDERGARTEN PROGRAMS).

Necessary Steps:

1. Introduce legislation to: a) amend House Bill 2801 to make the Illinois Free School Breakfast Program mandatory, and b) to make funds available for construction of necessary facilities.
2. Complete study to determine the nutritional requirements of children, the relation of those needs to learning, and the projected costs of such a program.
3. Develop and publish by 1973, procedures for dealing with noncompliance, including withdrawal of State recognition and financial aid.

Action Objective # 3:

BY 1975, PROVIDE FREE BREAKFASTS AND LUNCHES FOR NEEDY CHILDREN ENROLLED IN STATE-APPROVED DAY CARE AND PREKINDERGARTEN EDUCATION PROGRAMS. THIS WILL INVOLVE AN INTERGOVERNMENTAL AGENCY COOPERATIVE EFFORT.

Necessary Steps:

1. Complete study to determine the nutritional requirements of children between the ages of three and five, the relation of those

needs to learning, and the projected cost of such a program. The study will be conducted by such agencies as Department of Public Aid, Children and Family Services, and the Office of the Superintendent of Public Instruction.

2. Introduce legislation in 1974, to make the present permissive food program mandatory.
3. Develop and publish by 1975, procedures for dealing with non-compliance, including withdrawal of State recognition and financial aid.

Transportation Services

Action Objective # 1:

BY 1973, INSURE SAFE AND EQUITABLE SCHOOL TRANSPORTATION METHODS.

Necessary Steps:

1. Introduce legislation mandating the above requirement.
2. Develop guidelines and standards for compliance.

Chapter Nine
Student Rights

It is in the interest of American society that students experience the operation of a democratic system in their daily school activities. The current lack of clear-cut policies regarding student rights inhibits such experiences. The lack of such policies has also led to conflict and confrontation, with neither students nor administrators being certain of their rights and responsibilities.

The Office of the Superintendent of Public Instruction recognizes that students must be guaranteed their rights as citizens. As such they must be free to express their views in a responsible manner. Freedom of expression may not be restricted unless the evidence clearly indicates that such views cause substantial interference with the educational process.

The student press is valuable in the stimulation and exchange of free ideas and intellectual discussion. It also serves as a forum for issues both within and without the academic community. Therefore it must be free to exercise its rights in a responsible manner. It must not be censored, nor shall its editors be subject to the arbitrary exercise of authority.

Students shall be free to organize into associations to promote their common interests, and such associations shall be open to all students regardless of race, religion, sex, or national origin.

Student participation in the formulation and application of policy affecting academic and student affairs should include some participation in the evaluation of teachers. It should be a continuing responsibility of the school to promote maximum understanding and cooperation between students and school officials. Student government should be part of the process so that students will be able to make their opinions known.

The diversity and changes in student opinions, style, and tastes are a fact of life. In recognition of the diversity and the constitutional privileges afforded students, there shall be no restriction on a student's manner of dress, unless these present a clear danger to the student's health and safety or substantially interrupt the teaching process.

Students must be guaranteed due process in school disciplinary proceedings.

Access to student records should be confined to authorized personnel who require such access in connection with their educational duties and are informed that student records must be kept confidential. Students should have the same access to their records as do their teachers and administrators.

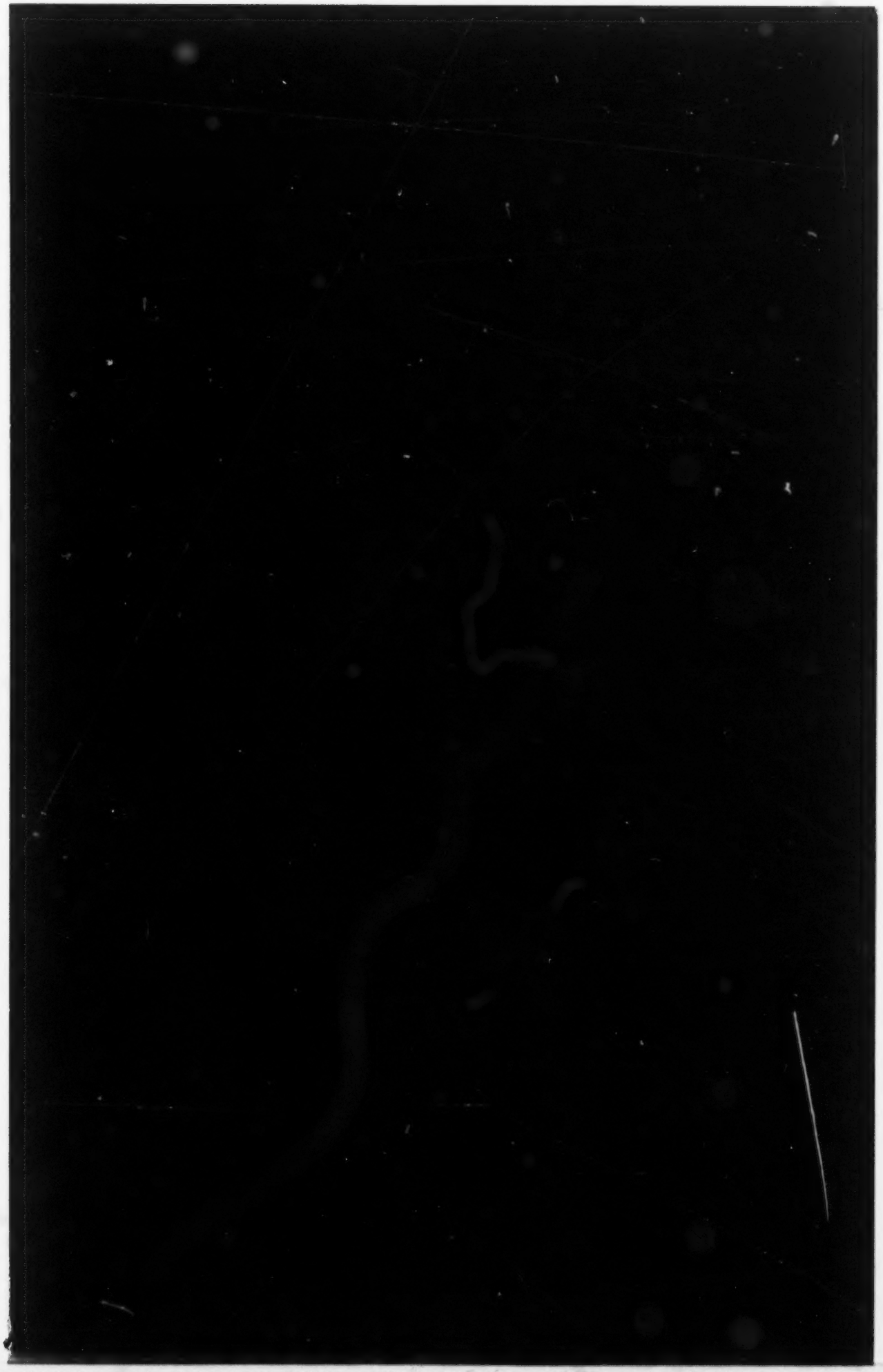
Numerous court cases have established the basic principles underlying the following:

Action Objective # 1:

BY 1972, A STATEWIDE POLICY ON STUDENT RIGHTS WILL BE ADOPTED.

Necessary Steps:

1. By 1972, a student code of rights will be written by the Office of the Superintendent of Public Instruction staff, students, citizens, lawyers, and representatives of administrator and teacher organizations.
2. Disseminate the student code of rights which will include provisions for freedom of expression, freedom of the student press, freedom of association in organizations, participation in school governance, individuality in appearance, and procedural standards for disciplinary cases by 1972.
3. Incorporate the guidelines into rules and regulations for recognition and supervision of the Office of the Superintendent of Public Instruction by 1972.



Mailing List for Hearings

The following received notice of all hearing dates along with an invitation to participate in any of them:

Senator Charles Percy
Senator Adlai E. Stevenson III
All members of the Illinois Congressional Delegation (24)
Governor Richard Ogilvie
Lt. Governor Paul Simon
Secretary of State John Lewis
Auditor of Public Accounts Michael Howlett
State Treasurer Alan Dixon
Attorney General William Scott
Association of Teacher Educators
Division of Physically Handicapped, Homebound and Hospitalized
Division of Vocational Rehabilitation Staff
Division of Vocational Rehabilitation Staff—Chicago
Federal Disability Program
Federation of Independent Illinois Colleges and Universities
Illinois Administrators of Special Education
Illinois Adult Education Association
Illinois Advisory Council on Vocational Education
Illinois Art Education Association
Illinois Association for Health, Physical Education and Recreation
Illinois Association for Higher Education
Illinois Association for Professional Preparation In Health, Physical Education and Recreation
Illinois Association for School, College and University Staffing
Illinois Association for Supervision and Curriculum Development
Illinois Association of Classroom Teachers
Illinois Association of Collegiate Registrars and Admission Officers
Illinois Association of Community and Junior Colleges
Illinois Association of Educational Secretaries
Illinois Association of Future Teachers of America
Illinois Association of School Administrators
Illinois Association of School Boards
Illinois Association of School Business Officials
Illinois Association of School Librarians
Illinois Association of School Nurses
Illinois Association of Secondary School Principals
Illinois Association of Superintendents of Educational Service Regions
Illinois Association of Teachers of English
Illinois Association of Women Deans and Counselors
Illinois Audiovisual Association Inc.
Illinois Chapter National School Public Relations Association
Illinois Citizens Education Council
Illinois Classical Conference
Illinois College Personnel Association
Illinois Congress of Parents and Teachers
Illinois Council for Educational Research and Development
Illinois Council for Exceptional Children
Illinois Council for the Social Studies
Illinois Council of Teachers of Mathematics
Illinois Counselor Educators and Supervisors
Illinois Educational Representatives Association
Illinois Education Association
Illinois Elementary Interscholastic Association
Illinois Elementary School Association
Illinois Elementary School Principals Association
Illinois Federation of Teachers
Illinois Foreign Language Teachers Association
Illinois Geographical Society

Illinois Grade School Music Association: Northern and Southern Divisions
Illinois Guidance Personnel Association
Illinois High School and College Driver Education Association
Illinois High School Association
Illinois Home Economics Association
Illinois Junior Academy of Science
Illinois Junior High School Principals Association
Illinois Music Educators' Association
Illinois Psychological Association
Illinois Reading Service
Illinois Retired Teachers Association
Illinois School Counselors Association
Illinois School Food Service Association
Illinois Science Teachers Association
Illinois Speech Association
Illinois State Committee, North Central Association of College and Secondary Schools
Illinois State Scholarship Commission
Illinois Vocational Association
Junior High School Association of Illinois
Northern Illinois Bookmen's Association
Public Adult and Continuing Educators Association of Illinois
School Building Commission
School Problems Commission
Student Illinois Education Association
University of Illinois Committee on Admissions

The following were notified for specific hearings through their chapters:

American Association of University Women
Rotary Clubs
Kiwanis Clubs
Chambers of Commerce
Junior Chambers of Commerce
Urban League
National Association for the Advancement of Colored People
League of Women Voters
Lions Clubs

The following were notified for specific hearings by invitation according to the counties involved:

Superintendents of Educational Service Regions
District Superintendents
State Senators
State Representatives
Mayors of Major Cities